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Dinosaurs & Distant Drums

The Future for Alberta's Heritage Resources

A discussion paper prepared for the Alberta Conservation Strategy Project

Dinosaurs and Distant Drums

The Future for Alberta's Heritage Resources

Prepared by
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FOREWORD

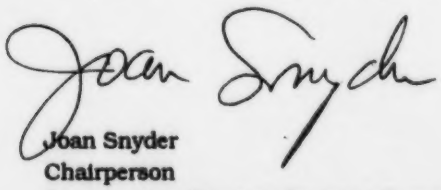
In late 1985, the Public Advisory Committees to the Environment Council of Alberta began working toward a draft conservation strategy for Alberta. The Public Advisory Committees (PACs), comprising representatives of some 120 non-government organizations, are in many ways an ideal organization for developing a strategy that should touch the lives of all Albertans. The PACs bring together many diverse viewpoints, we are non-partisan, and we have members from across the province. Since the early days of the project, we have welcomed non-PAC participants, and have been delighted to receive the contributions of civil servants, industry spokespeople, academics, and the general public.

We have made progress since 1985: the *Prospectus for an Alberta Conservation Strategy* has been published and many meetings and workshops have been held. The principle of a conservation strategy increasingly has been endorsed by Albertans, and Alberta has been recognized across Canada as a leader in conservation strategy development. There have been important related events. For example, in September of 1987, every environment minister in Canada endorsed the final report of the National Task Force on Environment and Economy, which recommended that conservation strategies be in place in every province and territory by 1992. This same report was endorsed by the First Ministers at their November, 1987 meeting.

We will have a conservation strategy for Alberta, we hope by 1990, the Canadian Year of the Environment. Our work continues in the expectation that all those who are interested will have a chance to contribute to the project, through public hearings or some other public participation process.

Since the publication of the *Prospectus*, the PACs have concentrated on preparing sectoral discussion papers. The Conservation Strategy Steering Committee determined early on to produce background papers on relevant sectors, such as agriculture, fish and wildlife, tourism, oil and gas, and others. These discussion papers look at the issues within each sector, but, more importantly, they investigate the interaction of each sector with the others. Their preparation has involved consulting with a wide range of interest groups — a conservation strategy principle in action — which has proven fruitful in developing ideas about the ultimate conservation strategy. These discussion papers will be used as background information for drafting a conservation strategy document and, perhaps, in the future, in public hearings on the draft conservation strategy. This report is one in the series of discussion papers.

Because there are as many opinions on our best future direction as there are Albertans, we welcome comments. The conservation strategy will be only as good as the work that goes into preparing it. Please address any comments on this discussion paper or others in the series to the Environment Council of Alberta at the address given on the page opposite. I would also encourage you to make your opinions known at public hearings or other events as they are held. Let's treat Alberta as if we plan to stay!



Joan Snyder
Chairperson
Conservation Strategy Steering Committee
Public Advisory Committees to the Environment Council of Alberta

ABOUT THIS DISCUSSION PAPER

Cultural heritage is complexly intertwined with Alberta's natural resources and interacts with many facets of our economy. To treat it as a separate topic is neither possible nor desirable. With this as a starting point, the paper provides an overview, intended to stimulate discussion of the future of heritage resources in Alberta. It provides a background for cultural heritage management in Alberta and examines some of the complex interactions with our economy. Cultural heritage is not an expensive luxury; on the contrary, it is a valuable resource that can contribute much to a sustainable economic future for the province. Preservation and appreciation of our cultural heritage resources can add significantly to our quality of life. The challenge is to achieve appropriate integration of our cultural heritage with other sectors of the economy, to realize its potential today, but, equally important, to preserve it for future generations.

ACKNOWLEDGEMENTS

This paper could not have been written without the help, critical reviews, constructive suggestions, and different perspectives contributed by many individuals dedicated to the conservation and interpretation of Alberta's cultural heritage. Staff of Alberta Culture and Multiculturalism were most supportive. I am indebted to Mark Rasmussen for providing background material. Much of the section on historic context is taken from his paper "The Heritage Boom." Discussion and correspondence with James Burns of the Provincial Museum of Alberta and Anna Curtis of the Tyrrell Museum of Palaeontology provided informed insights and clarification on palaeontological resources. Dr. Martin Magne and Brian Ronaghan of the Archaeological Survey of Alberta assisted with critical reviews of the manuscript.

Concerns and issues would have been missed except for individuals who devoted time and energy to provide personal and professional insights regarding their areas of involvement with cultural heritage management. Adriana Davies, Morris Flewwelling, Jim Robertson, and Helen Collinson shared their perspectives on managing nongovernment museums in Alberta. Marshall Wynnychuk identified concerns of the lapidary clubs and fossil collectors. Fedirchuk McCullough, a heritage resource consultant, provided critical comments and suggestions that add balance to discussions on archaeology. Scott Pragnell and Duncan Fraser clarified concerns associated with the conservation of historic buildings.

Members of the Public Advisory Committees to the Environment Council, including Sheila Abercrombie, Helen Heacock, Betty Paschen, and Joan Snyder, provided useful contacts and constructive suggestions. I especially wish to thank Robert Scace for his comments regarding federal initiatives but, more important, for his helpful suggestions on improving the organization and readability of the paper.

Thanks are extended to my colleagues at the ECA for their reviews, suggestions, comments, typing, drafting, and editing. Finally, I would like to thank all those who anonymously provided comments through others. Without everyone's help, this report could not have been completed. Thanks to everyone for their contribution.

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Environment Council of Alberta
August 1988

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Chapter One

Cultural Heritage Resources in Alberta

Introduction

This paper is one in a series of discussion papers prepared as background for an Alberta Conservation Strategy. The Alberta Conservation Strategy seeks to meet the three objectives of the World Conservation Strategy (IUCN 1980), namely:

1) to maintain essential ecological process and life-support systems
2) to preserve genetic diversity
3) to ensure the sustainable utilization of species and ecosystems.

In addition, the Alberta Conservation Strategy has set out three of its own objectives:

4) to provide for the recreational, spiritual, aesthetic, and other nonmaterial needs of Albertans
5) to maintain and improve the quality of life in the urban environment
6) to use and manage nonrenewable resources in the interests of developing a long-term sustainable economy for Albertans.

An appreciation of our heritage is fundamental to understanding the three objectives of the World Conservation Strategy. Such knowledge similarly influences our attitudes regarding implementation of the three additional objectives of the Alberta Conservation Strategy. During times of rapid technical, economic, and social transformation, currently faced by Alberta and the rest of the world, when values and meanings are at risk, an understanding of heritage is a useful frame against which to judge the nature, direction, and implications of change. Although precise definitions of heritage are elusive and probably self-defeating, it is generally conceded that heritage has two mainstreams — natural and cultural. Natural heritage is concerned more with the "land" itself and the plants and animals it supports. Cultural heritage, on the other hand, focuses on human history and prehistory and often is seen to encompass archaeology and palaeontology.

A number of the background papers for the Alberta Conservation Strategy focus on specific aspects of natural heritage. For example, *Reserves For Nature** and discussion papers on biological diversity and wetlands cover the protection and management of natural landscapes and the spectrum of living organisms they support. Papers on agriculture, forestry, and fish and wildlife deal with man's use of natural resources for survival and economic gain.

This paper examines the protection, management, and use of Alberta's cultural heritage resources. In this context, cultural heritage includes palaeontology, archaeology, prehistoric resources, and historic resources. This is not, however, the only Alberta Conservation Strategy discussion paper on these topics. The contribution of cultural heritage to our leisure time is discussed in papers on tourism, and parks and outdoor recreation. Similarly, *Environment By Design: The Urban Place in Alberta* examines the role and evolution of urban places in Alberta.

* *Reserves for Nature* and other conservation strategy discussion papers are available from the ECA Library.

Natural and cultural heritage are clearly intertwined and cannot, in reality, be separated. The landscape and resource base of the earth have been altered wherever people have lived or travelled. Similarly, ever-changing societies, cultures, and lifestyles have been molded by the resource base upon which they depend. A fundamental thesis of conservation strategies is that natural resources, ecological processes, and our use of species and ecosystems are all interconnected. Mankind's continued prosperity and even survival is dependent upon links between the environment and the economy.

Knowledge of cultural heritage helps us understand how previous lifestyles, economies, and technologies affected the land. An understanding of how previous societies perceived stewardship of the land enhances our ability to foster the attitudes that are essential if we are to use the resources of our province in a sustainable manner. Similarly, our knowledge of the fossil record and past environments improves our ability to manage natural resources now and in the future.

Cultural heritage must be preserved if we are to benefit from an increased knowledge and understanding of the past. Thus the importance of examining the protection, management, and use of cultural heritage resources in Alberta, and of considering how we might improve our stewardship of these resources in the future.

Benefits of Cultural Heritage Conservation

Conservation of cultural heritage resources has a number of benefits, including social, psychological, scientific, and economic, which are increasingly valued by Albertans. Our heritage provides us with a sense of identity, place, and well-being. Close ties with the natural environment have always been important to Albertans, and recent rapid changes in Alberta's economy, demographics, and social structures have made us more concerned about protecting examples of other aspects of our past.

Our psychological well-being as a society is enhanced by our knowledge and understanding of the past — we are better able to mutually appreciate the differences and similarities of the citizens of Alberta. Heritage resources have aesthetic qualities that make both our urban and rural surroundings pleasant places in which to live, and the mosaic of natural and cultural landscapes, including architectural resources, helps shape our sense of community and social identity.

The scientific value of Alberta's heritage resources has been increasingly recognized in the past several decades. In many cases, the only records we have of past natural and cultural events are materials left behind buried in the ground. These are scarce, endangered, nonrenewable resources. Once disturbed or destroyed, they are of little or no value to our understanding of the past.

Cultural heritage resource conservation and presentation is good business. Federal Minister of Communications Flora MacDonald states that more than 800 jobs and $36 million in revenue will be generated by an exhibit of Alberta and Chinese dinosaurs scheduled to begin a world tour (*Edmonton Sun* 1988). Restoration of historic buildings provides jobs and revenue for many communities. For example, according to the United States General Accounting Office, in 1979, for every dollar spent on tax incentives for historic building renovation in the U.S., $20 of economic activity was generated (U.S. General Accounting Office 1984). They conclude that this is one of the best anti-recession, pro-investment techniques available to government. Historic building restoration is more labor intensive than new building construction (Bever 1978) and, in most instances, is ultimately cheaper due to savings in material. Renovating historic buildings and areas is a cost-effective means of revitalizing urban areas, and it adds to the quality of the community environment as well as stimulating business and tourism. Historic sites, along with museums, are now an integral part of the growing tourism industry, attracting over three million visitors annually in Alberta.

Historic Context of Heritage Conservation

Grassroot interest in cultural heritage conservation in Alberta has been around for a long time; however, general public support has developed only in the last 25 years. This slow start is best symbolized by the fact that Alberta was the last province in Canada to establish a provincial museum, and not until 1967. Early efforts by individuals or small groups date back over 100 years. In 1884, the first provincial historical society was established in Fort Macleod, site of Alberta's first North West Mounted Police post. It was also in 1884 that Joseph Burr Tyrrell discovered the first significant dinosaur fossils in the Badlands of the Red Deer River.

The first museums in Alberta were established around the turn of the century by Dr. Henry George in Innisfail and the Dominion government in Banff. These were, for the most part, exhibits of stuffed animals and natural history. The University of Alberta commenced their involvement in museums in 1912 when Dr. John A. Allen began collecting geological specimens. At about the same time, the Department of Botany established its first herbarium. Subsequently, collections were started in anthropology, zoology, entomology, art, maps, archives, and other fields (Collison 1977). Today the University of Alberta is curator of the most extensive and diverse museum collections in the province (F.M. Flewwelling: pers. comm.).

The first heritage-related legislation in Alberta was passed in 1907 — the Historical Societies Act. This act created the Historical Society of Alberta. The society's original members were elected government officials, and its goals were to study and preserve the province's history. Although early accomplishments included establishment of a library and exhibits room in the Legislature Building, the Province did not expand its role in the museums or archives fields in any substantive way for the next 60 years.

Recognition of historic sites began in 1919 when Alberta placed a member on the Historic Sites and Monuments Board of Canada. By 1927, six historic markers had been erected in Alberta.

Table 1. Landmark Dates in Cultural Heritage Management in Alberta

1884	First provincial historical society established, Fort Macleod
	Joseph Burr Tyrrell discovers dinosaur fossils in Red Deer River Badlands
1885	Banff established as Canada's first national park
1900	First museums in Alberta Dr. Henry George, Innisfail Dominion Government, Banff
1905	Alberta becomes a province
1907	Alberta passes first heritage legislation — Historical Societies Act
1912	Dr. John A. Allen starts first geological and palaeontological collection at University of Alberta
	Geological Survey of Canada starts collecting dinosaur fossils in Alberta
1919	Alberta places member on Historic Sites and Monuments Board of Canada
1927	First historic building restoration in Alberta, Father Lacombe 1861 log chapel in St. Albert
1930	Responsibility for natural resources transferred from federal to Alberta government
1930	First Provincial Parks Act proclaimed — includes provisions for historic resource preservation
1932	Writing-On-Stone set aside as park reserve to protect petroglyphs
1949	First archaeological dig in Alberta, University of New Mexico at Head-Smashed-In Buffalo Jump
1955	Dinosaur Provincial Park established to protect fossils
	Provincial Parks Board starts acquiring historic sites
1960	Archaeological Society of Alberta established
1967	Provincial Museum and Archives of Alberta opens

Continued

Table 1. Landmark Dates in Cultural Heritage Management in Alberta Continued

1971	Environment Conservation Authority establishes Public Advisory Committee on the conservation of historical and archaeological resources
	Environment Conservation Authority holds public hearings on historical and archaeological resource conservation and makes recommendations on legislation
1973	Alberta Historical Resources Act proclaimed
1979	Dinosaur Provincial Park declared a UNESCO World Heritage Site
	Waterton Lakes National Park declared a UNESCO Biosphere Reserve
1981	Head-Smashed-In Buffalo Jump declared a UNESCO World Heritage Site
1985	Tyrrell Museum of Palaeontology opens

These plaques commemorated the fur trade posts of Fort Edmonton, Fort Augustus, and Jasper House, the North West Mounted Police posts in Fort Macleod and Calgary, the site of the Frog Lake massacre, and the signing of Treaty Number Seven.

The first known attempt at historic building preservation started in 1927 with the restoration of Father Albert Lacombe's 1861 log chapel in St. Albert. The chapel, Alberta's oldest existing structure, was covered with a brick shell and serves as a museum commemorating the work of Father Lacombe. Recently Alberta Culture and Multiculturalism stabilized and restored the original chapel and removed the brick shell, which was beginning to deteriorate.

Although Alberta's dinosaur fossils were discovered in 1884, it was not until 1912 that the Geological Survey of Canada began collecting in response to Alberta's concern over the removal of dinosaur fossils by American collectors (Eidsvik and Erdman 1980).

The first systematic archaeological work in Alberta began in 1949, sponsored by the University of New Mexico. The first "dig" at a locally known site near Fort Macleod uncovered arrowheads, scrapers, and crude pottery. Today, this is Alberta's best known archaeological site, Head-Smashed-In Buffalo Jump. In 1981, this designated Provincial Historic Resource was declared a UNESCO World Heritage Site in recognition of its value as one of the oldest, largest, longest used, and best-preserved buffalo jumps in North America.

General public interest in heritage conservation increased considerably in the 1950s, spurred on, no doubt, by the interest and activities surrounding Alberta's Golden Jubilee in 1955. In response to public demand, government committees were established and the first appropriations were voted by the Legislature for the purpose of historic site recognition and preservation.

Two notable private efforts were also initiated at this time. Calgary oil millionaire Eric Harvie created the Glenbow Foundation to collect and display human and natural history artifacts. In Wetaskiwin, Stanley Reynolds opened a western Canada pioneer museum to display early agricultural, industrial, and transportation equipment. Both ventures are now major museums.

In 1955, the Provincial Parks Board began acquiring historic sites. Over the next five years, lands were purchased at White Earth Post, Fort Vermilion, the Frog Lake Massacre site, Fort George, Fort Victoria, and the St. Charles Mission at Dunvegan.

By the early 1960s, the government was under considerable pressure to increase its efforts in heritage conservation and announced its intent to create a provincial museum. Finally, in 1967, Canada's centennial, the Provincial Museum and Archives of Alberta opened on the site surrounding the old Government House in Edmonton. Three years earlier, the Glenbow Museum had opened in the refurbished old Courthouse in Calgary. The Glenbow was the culmination of an agreement between the Province and the Glenbow Foundation, spearheaded by a generous $5 million endowment from the Harvie family. These two large facilities were complemented by the establishment of a number of small, local, and private museums throughout the province, many of them opening in Canada's centennial year. The Histori-

cal Society of Alberta, at the time, attributed the surge in museum openings to

> more money, more leisure time, better educational facilities and a greater awareness of history that is slipping away from us.... In some cases, the incentive may be necessary to promote a tourist attraction. In other cases, an honest attempt is being made by citizens to enrich the life of the community (*Alberta Historical Review* 1964).

During the same period, Heritage Park in Calgary and Fort Edmonton Park in Edmonton opened as theme parks, depicting our history in an entertaining manner while preserving locally obtained buildings and historic items.

The field of archaeology also made significant strides during the 1960s, with North America's first department of archaeology established at the University of Calgary. In 1960, the Archaeological Society of Alberta was established in Edmonton and subsequent chapters were chartered in Calgary, Lethbridge, and Medicine Hat.

In 1973, the Province expanded its role in heritage conservation in a major way with the establishment of the Heritage Resource Development Division in the then Department of Culture. Since that time, growth has been dramatic. The programs initiated and facilities developed during this boom are discussed in subsequent sections of this paper dealing with economic impact, relationship to tourism, and issues and gaps in the system.

Chapter Two

Legislative and Regulatory Regime

In Canada, the constitution Acts of 1867 and 1982 gave the provinces exclusive jurisdiction over provincial Crown land, property, and civil rights within their boundaries. With the exception of resources on federal Crown land and Indian reserves, the provinces, therefore, have the sole responsibility for the protection and management of heritage resources.

In Alberta, the Department of Culture and Multiculturalism has the primary legislative mandate for cultural heritage management. Most of the authority is concentrated under the Historical Resources Division of this department. It is not, however, the only agency concerned with the protection of heritage resources. Crown lands are managed under the authority of the Public Lands Act, and various referral systems and planning programs of the Department of Forestry, Lands and Wildlife are vital to overall heritage resource protection. (Safeguarding cultural heritage resources on Crown land is discussed in the Interactions chapter of this paper.) Similarly, provincial parks play an important role in the protection and interpretation of Alberta's cultural heritage. Nongovernment organizations and private citizens also play significant roles in the protection and management of cultural heritage resources and in the delivery of associated programs.

Although most of the remainder of this chapter focuses on the Alberta Historical Resources Act, it should be kept in mind that the role of the Historical Resources Division, the main administrator of this act, is that of lead agency and co-ordinator. Co-operation and sharing of responsibility for protection and management, and for program implementation, is essential to the future of cultural heritage resources in Alberta.

The Federal Role

In addition to the direct responsibility for resources on federal Crown land and Indian reserves, the federal government plays a less direct role in cultural heritage management. Canada is a signatory to several international conventions that have implications for Alberta. Because the conventions are signed at the national level, the federal government has a significant role in representing the interests of the provinces regarding designation and recognition of provincially managed resources.

Trafficking in Artifacts

In 1970, UNESCO adopted the convention on the "Means of Prohibiting and Preventing the Illicit Import, Export and Transfer of Ownership of Cultural Property." Canada ratified this convention in 1971 when it passed the Cultural Property Export and Import Act, which applies across the country. Under the terms of this legislation, permits are required for specified cultural property entering or leaving Canada. The Act, however, does not preclude interprovincial traffic in artifacts. This situation could present problems for the provinces, because interprovincial commerce is a federal responsibility (Government of Canada 1988).

Biosphere Reserves

The Man and the Biosphere program (MAB) was launched in 1970 by the 16th General Conference of UNESCO. Although primarily concerned with natural heritage, MAB "has adopted an integrated approach to the analysis of man's interactions with different types of ecosystems" (IUCN 1979).

In addition to designating representative ecosystems of international significance, MAB also recognizes landscapes resulting from traditional patterns of land use, as well as degraded ecosystems capable of being restored.

In the Alberta context, Waterton Lakes National Park was designated a Biosphere Reserve in 1979 (*Waterton Biosphere Reserve* 1986). The reserve consists of two components. Waterton Lakes National Park in Alberta and Glacier National Park in Montana are the officially designated "core area" of the Biosphere Reserve. The core area is essentially undisturbed and is afforded a high degree of protection in the national parks. A "zone of co-operation" surrounds the core and is made up of those lands, people, and agencies, from the federal, provincial, or other levels, which voluntarily become part of the program. Technical and management committees made up of scientists, academics, landowners, and concerned citizens are working to prepare management plans to retain the overall integrity of the region, its ecosystems, and associated plants and animals. These management plans also will benefit cultural heritage conservation because they will help to preserve the landscape created by traditional ranching in Alberta.

World Heritage Sites

In 1972, the convention concerning the protection of "World Cultural and Natural Heritage" was adopted by UNESCO. The objective of the World Heritage Convention is to ensure the identification, protection, preservation, and interpretation of the world's most significant cultural and natural heritage. Jasper, Banff, and Wood Buffalo national parks in Alberta are World Heritage Sites under federal jurisdiction.

Buffalo Jump

In 1979, co-operative efforts between the governments of Canada and Alberta resulted in Dinosaur Provincial Park becoming the first provincial- or state-level park to be accepted to this internationally prestigious program. In addition to badlands and rare riparian ecosystems, Dinosaur Provincial Park is recognized as having the best assemblage of Cretaceous dinosaur fossils in the world. In 1981, Head-Smashed-In Buffalo Jump was declared a World Heritage Site because it is one of the oldest, largest, longest used, and best-preserved buffalo jumps in North America.

In agreeing to have these two sites added to the World Heritage Site list, Alberta made a commitment to the world that it would protect the integrity of the sites, preserve the fossils and artifacts found there, and present them to the people of the world through programs of interpretation and education. The Tyrrell Museum of Palaeontology, the Field Station in Dinosaur Provincial Park, and the Head-Smashed-In Buffalo Jump Interpretative Centre are major components of this commitment. The commitment is not Alberta's alone, but is made on behalf of the Government of Canada as a signatory to the World Heritage Convention. For its part, the Government of Canada provides international publicity for the sites, but has no direct control over them.

There are a number of benefits to having two sites included on the World Heritage List. Alberta and Canada both receive political recognition of their commitment to conservation. The prestige associated with designation results in the attention of the international media being given to both parties. With the growing importance of global tourism, placing sites on the list effectively becomes an international calling card attracting visitors to Canada and Alberta. Figure 1 shows the heritage resources in Alberta that have been designated by international bodies as significant to preservation of the world's heritage.

World Heritage Sites are also recognized as an important component of the overall heritage system in Canada. The need to strengthen this type of federal-provincial co-operation is recognized by the federal Ministers' Task Force on Park Establishment. The first task force recommendation in their report *Parks 2000: Vision for the 21st*

Century concerns lands representing our Canadian heritage. The task force recommends "that the Minister of Environment initiate a new designation, 'Canadian Heritage Lands', for outstanding nationally significant areas managed to national standards, regardless of ownership" (Minister's Task Force on Park Establishment n.d.: 18). Areas of national significance could be quickly brought into the system through intergovernmental co-operation and would immediately be recognized as important components of Canada's heritage. Alberta should encourage the federal minister of environment to adopt such a designation, and parks such as Writing-On-Stone, Cypress Hills, and Dinosaur should be added to the list.

Administration of Crown Lands and Indian Reserves

The federal government plays a more direct role in the management of heritage resources in Alberta through its responsibilities for federal Crown land and Indian reserves. The National Parks Act gives the minister of the environment the mandate to protect, manage, and interpret natural and cultural heritage within national parks and national historic parks. The Historic Sites and Monuments Act allows the minister to commemorate historic places by means of plaques, co-operative agreements, historic museums, or site acquisition. The Historic Sites and Monuments Board of Canada is established under this Act to advise the minister on the commemoration of places of national historic significance.

Under the authority of these two pieces of legislation, the Canadian Parks Service administers a number of programs that have potential for cultural heritage protection and management in Alberta.

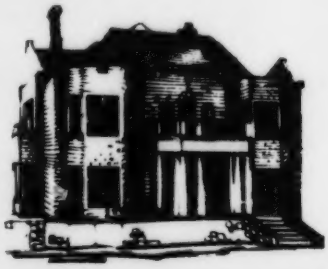
National Historic Sites encourage public understanding of Canada's historical heritage by commemorating people, places, and events of national historic significance with plaques, monuments, or by other means funded by cost-sharing agreements.

Figure 1. Internationally Recognized Heritage Resources in Alberta

World Heritage Sites
1 Wood Buffalo National Park
2 Jasper National Park
3 Banff National Park
4 Dinosaur Provincial Park
5 Head-Smashed-In Buffalo Jump
Biosphere Reserves
6 Waterton Lakes National Park and immediate environs

National Historic Parks protect and interpret places associated with people, places, and events of national historic significance. To date, Alberta's only National Historic Park is the 1799 North West Company trading post at Rocky Mountain House.

National parks protect, for all time, representative natural areas of Canadian significance and encourage public understanding, appreciation, and enjoyment of this natural heritage. Alberta has five national parks — Banff, Waterton Lakes, Jasper, Elk Island, and Wood Buffalo — totalling 20,543 square miles or slightly over 8 percent of the area of the province.



Rutherford House, Edmonton

Agreements for Recreation and Conservation is a co-operative program with other governments, organizations, and individuals that facilitates protection, recreation, enjoyment, and understanding of significant natural and cultural heritage within designated areas. Alberta has yet to sign an agreement under this program; however, it has excellent potential to bring together the recreation, tourism, and preservation values of corridors, such as the North Saskatchewan River Valley, throughout the province. Heritage trails such as the Athabasca Landing Trail and the Grouard–Peace River Trail might also be effectively protected, developed, and managed under this program.

Canadian Heritage Rivers is another co-operative program. It is intended to foster protection, understanding, and enjoyment of outstanding examples of river environments across the country. Since Alberta has yet to endorse this program, only those portions of the Athabasca River in Jasper National Park and the North Saskatchewan in Banff National Park are designated as Heritage Rivers. If Alberta were to co-operate under this program, rivers such as the Athabasca, Peace, Slave, and Clearwater are worthy of consideration.

Heritage Buildings is a program is intended to foster the protection of Canada's architectural and cultural heritage through conservation of worthy buildings under federal jurisdiction, elimination of disincentives to conservation of such buildings, the development of co-operative programs with the provinces, and the encouragement of private initiatives.

As mentioned, the federal government also has a direct responsibility for the management of land on Indian reserves. The Indian Act controls the transfer of title to Indian grave houses, carved grave poles, totem poles, carved house posts, pictographs, and petroglyphs situated on reserves and prohibits their destruction or defacement through vandalism (Government of Canada 1988). The status of these specific resources on Indian reserves in Alberta is unknown. Reserves in Alberta, however, could play a significant role in protecting and interpreting the history, tradition, and lifestyles of Alberta's present and past native societies.

The Role of Provincial Parks

The first steps toward historic site protection were taken with the original Provincial Parks Act of March 21, 1930. One of the stated purposes of provincial parks under this Act was to protect and preserve areas and objects of geological, ethnological, historical, and other scientific interest (Morrison, Walls, and Bloomfield 1980). In recognition of the native petrographs and petroglyphs, Writing-On-Stone was reserved for park purposes in 1932; however, a park was not formally established until 1951. The Provincial Parks Act was amended in 1964, and made provision for the designation and control of historic sites and objects and archaeological and palaeontological excavations within park boundaries.

Prior to the passage of the Alberta Historical Resources Act in 1973, provincial parks were the focal point of cultural heritage conservation in Alberta. Lands at White Earth Post, Fort Vermilion, the Frog Lake Massacre site, Fort George, Fort

Victoria, and the St. Charles Mission at Dunvegan were purchased under the Provincial Parks Act. Although little restoration or interpretation was undertaken by Alberta Recreation and Parks, these lands were protected under the Act. These sites have been transferred to the Historical Resources Division of Alberta Culture and Multiculturalism; however, Alberta Recreation and Parks still plays an important role in cultural heritage protection and interpretation. Significant archaeological sites are protected in Cypress Hills, Peter Lougheed, Cold Lake, Young's Point, and other provincial parks. The fossil beds in Dinosaur Provincial Park and the petroglyphs in Writing-on-Stone are afforded an added degree of protection by on-site staff and by restricting public access by regulation under the Provincial Parks Act. Guided interpretative programs in both these parks enhance public understanding and appreciation of these irreplaceable cultural heritage resources.

The Alberta Historical Resources Act

Reacting to public pressure and lobbying by academia and professional interest groups, the government established the Public Advisory Committee on the Conservation of Historical and Archaeological Resources in 1971. This committee of the Environment Conservation Authority was asked to study and make recommendations on legislation and programs desirable for the conservation of historical and archaeological resources (ECA 1972).

Victoria Settlement

Public hearings were held, national and international legislation was examined, and recommendations were made to government. The Alberta Heritage Act of 1973 was subsequently passed, radically expanding programs and authority relating to heritage concerns. In 1975, the Act was retitled the Alberta Historical Resources Act. The Act has been amended several times and regulations dealing with dispositions, grants, archaeology, and palaeontology have been approved. The following discussion is based on the Act and regulations as consolidated on July 22, 1987.

In general terms, the Minister of Culture and Multiculturalism is responsible for:

a) the co-ordination of the orderly development

b) the preservation

c) the study and interpretation

d) the promotion of appreciation of Alberta's historic resources.

But what does the legislation really mean in terms of Alberta's historical resources? The following sections of this chapter review the Act and accompanying regulations as they affect on-the-ground programs and activities. Unfortunately, legislation is seldom drafted under discrete headings; it is usually complex, with interrelated subsections. The headings used here are intended only to simplify the discussion, not to downplay the importance of considering all aspects of historic resources together.

Designation of Historic Sites

Historic sites, as defined in the Act, are sites containing palaeontological, archaeological, prehistoric, historic, cultural, or natural resources that are either immovable by nature or which cannot be disassociated from their context without destroying some or all of their value. Historic sites from across the province can be designated, protected, and managed in perpetuity whether on private or Crown land. Under the Act, the minister may designate a site considered to be provincially significant as a Provincial Historic Resource. Sites of regional significance may be designated as Registered Historic Resources. Table 2 gives some details of sites designated in Alberta. By policy, provincial-level resources are accorded a higher level of protection and are worthy of greater funding for their management.

Table 2. Designated Historical Resources in Alberta, 1988

Apartment Buildings	4
Armouries	3
Art Galleries/Museums	3
Bank Buildings	8
Block Buildings	7
Commercial/Industrial Buildings*	23
Boathouses	1
Cairns	6
Canals	1
Carvings/Inscriptions	2
Caves	1
Cemeteries	1
Churches	36
Colleges	2
Cinemas/Theatres	3
Convents	2
Courthouses	7
Fire Halls	4
Forts	9
Halls	9
Hospitals	2
Hotels/Inns	4
Jumps/Traps	3
Libraries	3
Monuments	2
Plantations/Parks	3
Posts (Trading)	1
Rail Stations	2
Ranches	4
Residences	60
Schools	13
Sites**	29
Telegraph Stations	2

* includes insurance buildings, pumphouse, mills, and trade/utility buildings.

** includes archaeological, battle, dinosaur, heritage center, landing, mission, town, and erratic sites.

Source: Alberta Culture and Multiculturalism 1988

The owner of a Registered Historic Resource must notify the minister of any intent to destroy, disturb, alter, restore, repair, or remove any part of the historic resource. By contract, ministerial approval in writing must be obtained before undertaking such actions on a Provincial Historic Resource. In addition, the minister may make regulations governing standards of maintenance and may, by order, require specific repairs or other measures to preserve a Provincial Historic Resource.

The minister's authority to require repairs or maintenance, or to place restrictions that limit the rights of property owners to do with their property as they see fit, is a matter of public debate. There are those who feel that, in the interests of preserving our heritage, the Act should be applied more stringently and more often. They are concerned that ministerial authorization to destroy or alter historic resources is given too frequently and too easily. They argue that, as a result of this leniency, designation of privately owned historic resources means very little. By contrast, others argue that the laws are far too harsh and discourage owners from becoming involved in heritage preservation because of the restriction of their rights and possible costs involved. They further argue that the minister may require the owner to undertake expenditures beyond his capability and thus force owners to sell to the Crown at unrealistically low prices.

Irrespective of which argument is accepted, there is agreement that the Act and regulations must be applied consistently. It also appears evident that the public must be better informed on not only the intent but the application of the Act in this regard.

Where entire areas contain historic resources of provincial significance, they may be designated a Provincial Historic Area. In such instances, the Lieutenant Governor in Council may, by regulation, control land use and development or occupation of buildings or land. Location, height, size, and construction of buildings, for example, may be controlled to protect the overall integrity or character of the area. Buildings may be exempted from the building code for similar reasons.

Where historic sites are of local significance, the Act delegates the authority to the municipality to designate a site as a Municipal Historic Resource or an area as a Municipal Historic Area.

The municipalities are empowered to enact appropriate bylaws to protect sites or areas. Unfortunately, municipal bylaws do not provide the authority to enforce maintenance standards (S. Pragnell: pers. comm.). This is in direct contrast to sites designated by the Province, where the powers of the minister can be used to ensure rehabilitation and maintenance.

To date, there has been little use of municipal designations. Under the Act, the municipality is required to pay compensation if the designation lowers the economic value of the property. This compensation could be considerable in the case of a city, for example, if historic buildings are designated in an area otherwise zoned for high-rise development. By contrast, sites designated by the Province are not entitled to such compensation.

This problem is recognized by at least some municipal authorities. The City of Edmonton, for example, is investigating the possibility of using tax abatement as a means of compensation for the designation and rehabilitation of historic resources (S. Pragnell: pers. comm.).

Protection of Palaeontological and Archaeological Resources

Alberta's archaeological and palaeontological resources are afforded significant protection under the Alberta Historical Resources Act. Ownership of all resources is vested with the Crown and permits are required to excavate for the purpose of seeking or collecting archaeological or palaeontological objects.

Under the terms of the permit, detailed scientific reports must be completed and all historic resources turned over to the Crown. All excavations must be carried out in a scientific manner. The Palaeontological Resources Regulation (Alta. Reg. 77/82) stipulates that persons supervising palaeontological excavations must be experienced and hold at least a bachelor's degree in palaeontology from a university as defined under the Universities Act. They may be assisted by qualified amateurs. Similarly, the Research Permit Regulation (Alta. Reg. 124/79) stipulates that a researcher must have a post-graduate degree in archaeology or anthropology from an accredited university, at least 24 weeks of supervised training in basic research techniques in archaeological surveying and excavating, and at least six weeks training in curating and laboratory analysis. The researcher must have designed and executed a relevant study comparable in scope to the project described in the permit application.

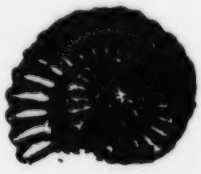
Under the Alberta Historic Resources Act, any person undertaking an activity or development that is likely to result in the alteration, damage, or destruction of a historic resource is required to prepare an impact assessment and to undertake salvage and protective measures as considered necessary by the minister. Impact assessment and mitigative measures must be carried out by qualified persons and scientific work must be carried out to the same standard as described for research permits. To date, historic resource impact assessments and mitigative measures have been required from industry, commercial development, and government projects. Private landowners clearing agricultural land or undertaking similar projects have not been subject to the terms of the Act.

Anyone discovering a historic resource while excavating for any purpose is required to notify the minister. In order to ensure that historic resources are not damaged by development, a Temporary Stop Work Order, requiring that all activity cease, may be issued. Salvage and mitigative measures must then be completed. In the case of provincially significant resources, alternatives to destruction, including designation as a Provincial Historic Resource, can be considered. Under such circumstances, the costs of salvage and mitigation must be covered by the developer. Some suggest that these costs result in the deliberate destruction of valuable resources. It is argued that, rather than risk a stop work order and the associated cost of down-time and mitigation, contractors quickly and quietly bury anything they find. In order to avoid this situation, it is suggested that the government should pay for mitigation and at least partially compensate for down-time.

As noted, ownership of palaeontological and archaeological resources are vested with the Crown and permits are required for excavation.

The Act, however, does not preclude surface collection of materials, and exceptions to Crown ownership are made under the Dispositions Regulation (Alta. Reg. 393/87). A person who possesses an archaeological or palaeontological resource that was collected before July 5, 1978 may, prior to December 31, 1993, apply to the minister for a certificate that states that the property in the resource is not vested in the Crown.

Alberta Culture and Multiculturalism has prepared registration procedures for private fossil collections. Collections acquired before 1978 may be registered with the Tyrrell Museum of Palaeontology and a Disposition Certificate issued, which grants ownership to the individual collector. Owners of these private collections are at liberty to sell, trade, or dispose of items as they wish. A second category of recognition is used for collections acquired after 1978, that is, custodianship. By registering their collections with the Tyrrell Museum, individuals may become custodians; however, ownership is retained by the Crown. Fossils in such collections may not be sold, made into jewelry, or otherwise damaged.



Ammonite

The intent of the regulation is to recognize and register private collections that were made prior to this date. A number of private collections contain valuable material that is well documented and preserved. Recognition of these collections permits them to be displayed and potentially acquired by the Crown in the future. To date, approximately 1,000 private collections across the province have been documented.

The minister has the authority to sell, lease, trade, or dispose of archaeological and palaeontological resources as deemed appropriate in accordance with the regulations. Although this authority is primarily intended to facilitate the effective and orderly operation of museums, there is one exception. The Dispositions Regulation enables the minister to dispose of specific Crown resources acquired after July 5, 1978 if they are included on the control list in the schedule. Such resources may be privatized if the minister is satisfied that the resources do not have scientific value, are not of display quality, or that they exist in sufficient quantity to not be required for display or science.

Currently, oyster shell and ammonite are on the control list. Ammonite, a Cretaceous fossil, sometimes occurs with a gem-quality shell prized by the lapidary industry for the manufacture of jewelry. Privatization of ammonite is a matter of recent public debate (*Alberta Hansard* 1987). There are those who feel the Province should not divest itself of ownership under any circumstances. Others view the abundant resource as an economic business potential with the opportunity to educate and enable more people to appreciate fossil resources.

The control list is not static; other fossils may be added. For example, lapidary clubs or individuals interested in using petrified wood and bone fragments to make jewelry may apply to have these resources scheduled (A. Curtis: pers. comm.).

The ownership of palaeontological and archaeological resources is a matter of concern to some private collectors, hobbyists, and lapidary clubs. They resent the restrictions on their ability to independently collect, buy, sell, and trade fossils and artifacts.

Lapidary clubs and fossil collectors have recently been annoyed by the granting of licences to commercial operators who destroy numerous ammonite specimens while obtaining gem-quality material (M. Wynnychuk: pers. comm.). Magne, however, points out that they can apply for permits for small-scale excavation of ammonites to add to their fossil collections (M. Magne: pers. comm.). Curtis further explains that all ammonites excavated are examined by the Crown and those of scientific or display value are retained for the people of Alberta (A. Curtis: pers. comm.).

Fundamental to the public's concerns with the ownership of palaeontological and archaeological resources is a basic mistrust of

government. The Alberta Historical Resources Act and associated Dispositions Regulation are, at best, vague as far as the lay reader is concerned. Whereas the Act precludes excavation, it makes no specific reference to permitting surface collecting. The reader must assume that, since it is not prohibited, it is a permitted activity. Similarly, the Act specifies that the ownership of all archaeological and palaeontological resources is vested with the Crown. Although the Act does not make it an offense to possess historical resources, it is easy to understand how the reader makes the connection. The public have been advised that they can become volunteer custodians of collections; however, there is no reference to this practice in the Act or regulations, leading some to question the legality of this activity.

Ukranian Cultural Heritage Village

In summary, it is not surprising that fossil and lapidary clubs, as well as private individuals, are concerned about the future of their hobbies. There is an obvious need for clarification of the legislation and a written, authoritative interpretation of the government's intent. These would go a long way toward improving public understanding and co-operation with regard to the management of Alberta's palaeontological and archaeological resources.

Enforcement

The Alberta Historic Resources Act may be enforced through penalties for contravention. Fines of up to $50,000 and jail terms of up to one year may be imposed. In the case of damage to or alteration of a Provincial Historic Resource, the Crown may restore the resource and recover the costs.

The Act appears to have the "teeth" necessary to protect Alberta's heritage, and comparisons indicate that it is equal to, or better than, legislation in other Canadian provinces (Ward 1986). There are, of course, those who argue that the penalties are not large enough and that enforcement is not stringent enough. At the opposite end of the spectrum are those who suggest that penalties and enforcement are too severe and restrictive of private rights.

Sharing Responsibility

The Alberta Historical Resources Act includes several sections directly intended to facilitate the sharing of responsibility for the collection, preservation, management, display, and interpretation of Alberta's historic resources.

The Act charters the Alberta Historical Resources Foundation to permit the people of Alberta to become directly involved in the acquisition and management of heritage resources. Under the administration of a board of directors appointed by the Lieutenant Governor in Council, the foundation may acquire, restore, and manage historic resources and provide opportunities for Albertans to use, enjoy, and become knowledgeable about them. The foundation, and registered charitable organizations that manage historic resources on behalf of the foundation, are exempt from all assessment and taxation.

Small regional museums are an integral part of the heritage resource presentation system in Alberta. These museums generally are created and maintained either by local governments or under the authority of volunteer, nonprofit societies. There are numerous benefits to regional museums, but also a number of concerns. Regional museums ensure that Alberta's heritage resources are decentralized and readily available to the public. Local artifacts are kept close to where they originated, strengthening the historical roots and local pride in the community. Heirlooms donated by, or acquired from, local residents are displayed where they can be appreciated by family and neighbors.

Concerns about local museums include their possible closure and the subsequent loss of valuable resources, information, and knowledge. This is especially a concern with regard to museums operated by nonprofit societies. These institutions

frequently lose their vitality when the founding members pass on. People who donate heirlooms to local museums are concerned that their personal treasures be appropriately documented and displayed but, more important, that they be properly cared for and preserved for future generations.

The Alberta Museums Association and its 128 member institutions (see Appendix 1) are diligently striving to improve the quality of regional museums. They are currently co-operating to prepare standards for administration, conservation/preservation, documentation, exhibition, interpretation, and research (Robertson et al. 1987). Operating at arm's length from the government, the Alberta Museums Association also adjudicates and administers operational grants to member institutions on behalf of Alberta Culture and Multiculturalism (A. Davies: pers. comm.).

The important role of regional museums, as well as concern for their operation, is recognized in the Alberta Historical Resources Act. There are several clauses relating to reference, providing assistance, and fostering co-ordination and co-operation. For example, the minister may "provide assistance, advisory services and training programs to individuals, institutions, agencies and organizations in Alberta having similar aims and objectives" to those of the Act (Sec. 5(1)(e)). The minister may also make regulations "prescribing the standards of curatorship to be maintained in institutions to which the Minister has given custody of historic resources" (Sec. 5(2)(g)).

In addition to advice, leadership, and co-ordination, the government may assist regional museums and other groups with financial support. Subject to a supply vote of the Legislature and authorizing regulations, the minister is empowered to make grants to enable other bona fide groups to carry out efforts in support of historic resource management and interpretation. These grants seldom cover total costs, but rather are intended to provide assistance on a cost-shared basis. Currently, 12 different types of grants are scheduled under the Historic Resources Grants Regulation (Alta. Reg. 111/78).

1) Museum Grants — provide assistance for the conservation, preservation, study, interpretation, assembly, and exhibition of historical resources for public enjoyment and instruction, but not for private profit. In this context, museums included are galleries, botanic gardens, zoological parks, aquariums, planetariums, and historical museums.

2) Historical Publication Grants — assist with the cost of publishing books dealing with the natural or human history of Alberta.

3) Special Historical Project Grants — assist special projects related to the development, preservation, study, interpretation, or promotion of historical resources.

4) Historical Education Grants — provide assistance for periodicals, lecture series, seminars, or workshops related to historical resources.

5) Provincial Historic Resource and Registered Historic Resource Grants — assist in the restoration, stabilization, preservation, or protection of these designated sites.

6) Inventory Grants — help to defray the administrative and operating costs involved in the compilation of historic sites or geographic names inventories.

7) Cemetery Restoration Grants — assist in the restoration of inactive cemeteries or locally significant graves.

8) Local Restoration Grants — assist the restoration, preservation, and interpretation of regionally or locally significant historic resources.

9) Grants to the Government House Foundation — assist in the purchase of artwork and artifacts that enhance the decor of this facility as a historic site.

10) Grants to the Alberta Historical Resources Foundation — assist the administration and operation of the Foundation discussed earlier.

11) Grants to Glenbow-Alberta Institute — assist the administration and operation of the Glenbow-Alberta Institute.

12) Special Purpose Grants — assist persons or organizations active in the field of historic resources to provide a special service, fill a special need, or meet an emergency.

During the 1986/87 fiscal year, 321 grants totalling in excess of $4.5 million were awarded. The general breakdown of these grants is given in Table 3.

Comparison with Other Jurisdictions

In considering any piece of provincial legislation, it is always interesting to see how it compares with other jurisdictions across the country. *Heritage Conservation: The Built Environment* (Ward 1986) is an up-to-date, critical review of heritage legislation in Canada. A concise summary is provided in Tables 4 and 5. At face value, Alberta appears to have quite broad, progressive legislation for the protection, management, and preservation of heritage resources. This is not to imply that there are no shortcomings in the legislation. Several specific issues relating to legislation are discussed in subsequent sections of this report.

Table 3. Historical Resources Division Financial Assistance 1986-87

Type of Grant	Number	Total Assistance $
Glenbow-Alberta Institute	1	3,409,030
Museums	97	480,720
Designated Historic Resources	68	412,545
Historical Publications	47	69,370
Local Restoration and Inventory	30	60,274
Government House Foundation	1	50,000
Cemetery Restoration	50	42,139
Grants to Learned Societies	7	14,062
Special Historical Projects	20	4,342
Total	321	4,542,482

Source: Alberta Culture and Multiculturalism n.d.b

Table 4. Provincial and Territorial Heritage Legislation, July, 1985

	Recommended by UNESCO	Nfld.	P.E.I.	N.S.	N.B.	Que.	Ont.
Are clear criteria given for the definition of Heritage Property?	Not discussed	No	No	No	No	No	No
Must notice be given of impending demolition of unregistered Heritage Property?	Not discussed	No	No	No	No	No	No
Is Government under any obligation to attempt to protect unregistered Heritage Property?	Yes	No	No	No	No	No	Archaeological sites only
Can demolition of an unclassified building be delayed pending study?	Yes	No	No	Yes	No	Yes	Yes
Can definitive protection against demolition be given to a building (short of expropriation)?	Yes	Yes	Yes	Yes	Yes	Yes	Archaeological sites only
Is radius around monument protected?	Yes	No	No	No	No	Yes	No
Can government decisions on designation be appealed to higher authority by statute?	Yes	No	No	No	No	No	No
Is the definitive preservation of districts specifically foreseen?	Yes	Yes	Yes "Areas"	No	Yes[1]	Yes	No
Can maintenance of Heritage Property be enforced?	Yes	No	Yes	No	No	Yes	No
Can Heritage Sites be inspected?	Yes	Yes[2]	No	No	No	Yes	Yes
Does government have right of first refusal on sale of Heritage Buildings?	Not discussed	No	No	No	No	Yes	No
Can Heritage Properties be exempted from building codes?	Yes	No	No	No	No	No	No
Can illegally altered Heritage Buildings be restored at owner's expense?	Yes	Yes	No	Yes	No	Yes	Yes
What is the maximum penalty for offences?	Not specified	$1,000 plus three months	$1,000	$10,000 individual plus up to one year or both; $100,000 corporations	$100 plus 30 days	$25,000	$10,000 plus one year individual; $50,000 corporations

Source: Ward 1986

[1] The law empowers protection of "sites," which can be as large as a district.

[2] Provision for Regulations established but not Regulations themselves.

[3] Under Planning Act, maximum fine of $1,000 for individual and $5,000 for corporations plus possibly up to 6 months imprisonment.

[4] During authorized alterations.

Table 4. Provincial and Territorial Heritage Legislation, July, 1985, continued

	Man.	Sask.	Alta.	B.C.	N.W.T.	Yukon
Are clear criteria given for the definition of Heritage Property?	No	Yes	No	No	No	No
Must notice be given of impending demolition of unregistered Heritage Property?	No	No	No	No	No	No
Is Government under any obligation to attempt to protect unregistered Heritage Property?	No	Archaeological sites only	Archaeological sites only	Indian Archaeological sites only	No	No
Can demolition of an unclassified building be delayed pending study?	Yes[3]	Yes	Yes	Yes	Yes	No
Can definitive protection against demolition be given to a building (short of expropriation)?	No Not permanent protection	Yes	Yes	Yes	Yes	Probably
Is radius around monument protected?	No	No	No	No[1]	No	No
Can government decisions on designation be appealed to higher authority by statute?	No	No	No	No	No	No
Is the definitive preservation of districts specifically foreseen?	Yes[1]	Yes	Yes[1]	Yes[1]	Unclear	Probably
Can maintenance of Heritage Property be enforced?	Yes At gov't expense	Yes	Yes	No	No	No
Can Heritage Sites be inspected?	Yes[4]	Yes	Yes	Yes	No	No
Does government have right of first refusal on sale of Heritage Buildings?	No	Yes	Yes	No	No	No
Can Heritage Properties be exempted from building codes?	No	No	Yes	Yes	No	No
Can illegally altered Heritage Buildings be restored at owner's expense?	Gov't subsidized buildings only	Yes	Yes	Yes	No	Yes
What is the maximum penalty for offences?	$100[3]	$5,000 plus six months individual: $250,000 corporations	$50,000 plus one year plus damages	$2,000 plus six months	$200 under Area Devel. Ordin. Max. fine $500 plus up to six months	$200

Source: Ward 1986

[1] The law empowers protection of "sites," which can be as large as a district

[2] Provision for Regulations established but not Regulations themselves.

[3] Under Planning Act, max. fine of $1,000 for individual and $5,000 for corporations plus possibly up to 6 months imprisonment.

[4] During authorized alterations.

Table 5. Municipal Heritage Legislation, July, 1985

	Nfld. St. John's	Nfld. Elsewhere	P.E.I. Charlottetown	P.E.I. Elsewhere	Nova Scotia	New Brunswick	Quebec	Ontario
Is heritage conservation an obligatory part of municipal planning?	No	No	No	No	No	No But may be compelled	No	No
Is municipality obliged to file environmental impact assessment on demolition of heritage?	No	No	No	No	No	No	No	Probably
Can municipality give permanent protection to buildings?	Yes	Yes	Yes	No	No	Yes	No	No
Can municipality give temporary protection to buildings?	Yes	Yes	Yes	No	Yes	Yes	Yes	Yes
Can municipality regulate								
bulk and Height	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
design	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
use	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
set-back	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
signs?	Yes	Yes	Unclear	Yes	Yes	Yes	Yes	Yes
Can municipality accept or reject applications for construction on heritage sites on a discretionary basis?	Yes	Yes	Probably	No	No	Yes	No	Yes
Can municipality enforce maintenance of								
dwelling interiors	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
dwelling exteriors	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
non-residential interiors	Yes	Yes	Unclear	Yes	Yes	Probably	Yes[1]	Yes
non-residential exteriors?	No	Yes	Yes	Yes	Yes	Probably	Yes[1]	Yes
Can municipality compel protection of								
trees	Yes	Yes	Unclear	Unclear	Yes	Yes	Yes	Yes
landscaping?	No	No	No	No	Yes	Yes	Yes[3]	No[2]
Can illegally altered buildings be restored at owner's expense?	Yes	Yes	No	No	Yes	Yes	No	Yes
Usual maximum penalty for offences	$100	$100 - $200	$90 plus 90 days $1,000 for subsequent offences	$500 plus 90 days	$100	$100 per day plus imprisonment on default of payment	Depends on city	$10,000 individual; $50,000 corporations under Heritage Act plus one year $1,000 Planning and Municipal Acts

Source: Ward 1986

[1] Except in municipalities regulated by the Cities and Towns Act.
[2] Except under development control schemes.
[3] Except in Montreal, Quebec and rural municipalities.
[4] Except for health, safety or "public nuisance" violations.
* Non-residential buildings and apartment blocks
** Unclear

Table 5. Municipal Heritage Legislation, July, 1985, continued

	Manitoba Winnipeg	Elsewhere	Saskat-chewan	Alberta	British Columbia	North West Territories	Yukon Territory
Is heritage conservation an obligatory part of municipal planning?	Yes	Yes	No	No	No	No	No
Is municipality obliged to file environmental impact assessment on demolition of heritage?	No	No	Yes	Yes	No	No	No
Can municipality give permanent protection to buildings?	Yes	Yes	Yes	Yes	Yes	Yes	No
Can municipality give temporary protection to buildings?	Yes	Yes	Yes	Yes	Yes	Yes	No
Can municipality regulate							
bulk and height	Yes	Yes	Yes	Yes	Yes	Yes	Yes
design	Yes*	Yes**	No	Yes	No[2]	Yes	Yes
use	Yes	Yes	Yes	Yes	Yes	Yes	Yes
set-back	Yes	Yes	Yes	Yes	Yes	Yes	Yes
signs?	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Can municipality accept or reject applications for construction on heritage sites on a discretionary basis?	Yes	Yes	Yes	No	Yes	Probably	No
Can municipality enforce maintenance of							
dwelling interiors	Yes	Yes	Yes	Yes	No[4]	Yes	Yes
dwelling exteriors	Yes	Yes	Yes	Yes	No[4]	Yes	Yes
non-residential interiors	No	No	Yes	Yes	No[4]	Yes	Yes
non-residential exteriors?	No	No	Yes	Yes	No[4]	Yes	Yes
Can municipality compel protection of							
trees	Yes	Yes	Yes	Yes	No	No	No
landscaping?	No	No	No	No	No[2]	No	No
Can illegally altered buildings be restored at owner's expense?	Yes	Yes	Yes	No	Yes	Yes	No
Usual maximum penalty for offences	$1,000 plus six months individuals; $5,000 corporations	$1,000 plus six months individuals; $5,000 corporations	$1,000 plus six months	$500	$2,000 plus six months	$500 plus additional fine of $100 per day for continuing offences	$500 plus six months

Source: Ward 1986

[1] Except in municipalities regulated by the Cities and Towns Act.
[2] Except under development control schemes.
[3] Except in Montreal, Quebec and rural municipalities.
[4] Except for health, safety or "public nuisance" violation.
* Non-residential buildings and apartment blocks
** Unclear

Chapter Three

Demand and Economic Significance

The recent increased public interest in historical resources is reflected in government support through legislation and delivery of on-the-ground programs. As an indication of government support, prior to 1980, a total of about $25 million had been invested in provincial heritage facilities; by contrast, since 1980, over $75 million in capital support has been provided. Today Alberta has a network of 128 museums, 13 operational historic sites, and 38 archives. In addition, Alberta Recreation and Parks classify six of the areas under their jurisdiction as heritage provincial parks. Cultural heritage themes are a significant component of the interpretive and educational programs in five or six more (Alberta Recreation and Parks 1988). Alberta also has one National Historic Park, the North West Company Post at Rocky Mountain House (see Figure 2). Over 2,000 people work directly in these institutions. Visits to these facilities now total about 3 million annually.

A number of factors contributed to this boom in heritage appreciation. Prior to the oil developments of the 1950s, Alberta's population was relatively small, in the order of 1.1 million, based on Census Canada figures. By 1981, the population had doubled to 2.2 million. In simple terms, by 1981 the local market had more than doubled. Additionally, there was more money to spend on development and interpretation of heritage resources.

Prior to the oil boom, history was too immediate to be appreciated by the residents of the province. Reflecting on museums, many old timers expressed the opinion that they had spent half their life getting rid of that "junk." By the late 1960s, however, public attitudes began to change. Second-generation Albertans started to be concerned about the loss of the first generation's knowledge and the history they lived. Accompanying this was the perceived threat to the quality of life in the built environment as the "building boom" resulted in wholesale changes to many towns and cities. Finally, and perhaps most significant, by the 1980s the public, business interests, and politicians began to recognize the strong economic benefits of historical resources. The promotion of historical preservation and architectural restoration was no longer viewed as anti-development. The practical value of heritage projects to create construction jobs, diversify the economy, improve neighborhood quality, and attract tourists had been demonstrated.

Cultural Heritage and Tourism

With the downturn in the oil industry and economic recession of the 1980s, Alberta was looking for new initiatives to diversify its economy. *The White Paper: An Industrial and Science Strategy for Albertans 1985-1990* (Government of Alberta 1984) and the subsequent *Position and Policy Statement on Tourism* (Government of Alberta 1985) both recognized the potential value of tourism. Today tourism generates about $2 billion in revenue and 80,000 man-years in employment. Various statements have been made with regard to the Province's intent to increase tourism revenues to $10 billion by the year 2000 (*Alberta Hansard* 1988). Heritage-related tourism was in an excellent position to capitalize on this interest and commitment to tourism. In 1980, Alberta Culture and Multiculturalism completed a master plan for the protection and development of prehistoric and historic resources within Alberta (Alber-

Figure 2. Alberta's Historic Resources

National Historic Parks

☆ North West Company Fur Trading Post

Canadian Heritage Rivers

Athabasca (within Jasper National Park)

North Saskatchewan (within Banff National Park)

Provincial Historic Resources *

1. Head-Smashed-In Buffalo Jump
2. Ukranian Cultural Heritage Village
3. Frank Slide Interpretive Centre
4. Fort McMurray Oil Sands Interpretive Centre
5. Rutherford House
6. Stephansson House
7. Historic Dunvegan
8. Cochrane Ranche
9. Leitch Collieries
10. Victoria Settlement
11. Father Lacombe Chapel
12. Strathcona Archaeological Centre
13. Alberta Natural Resources Science Centre

Provincial Historic Areas

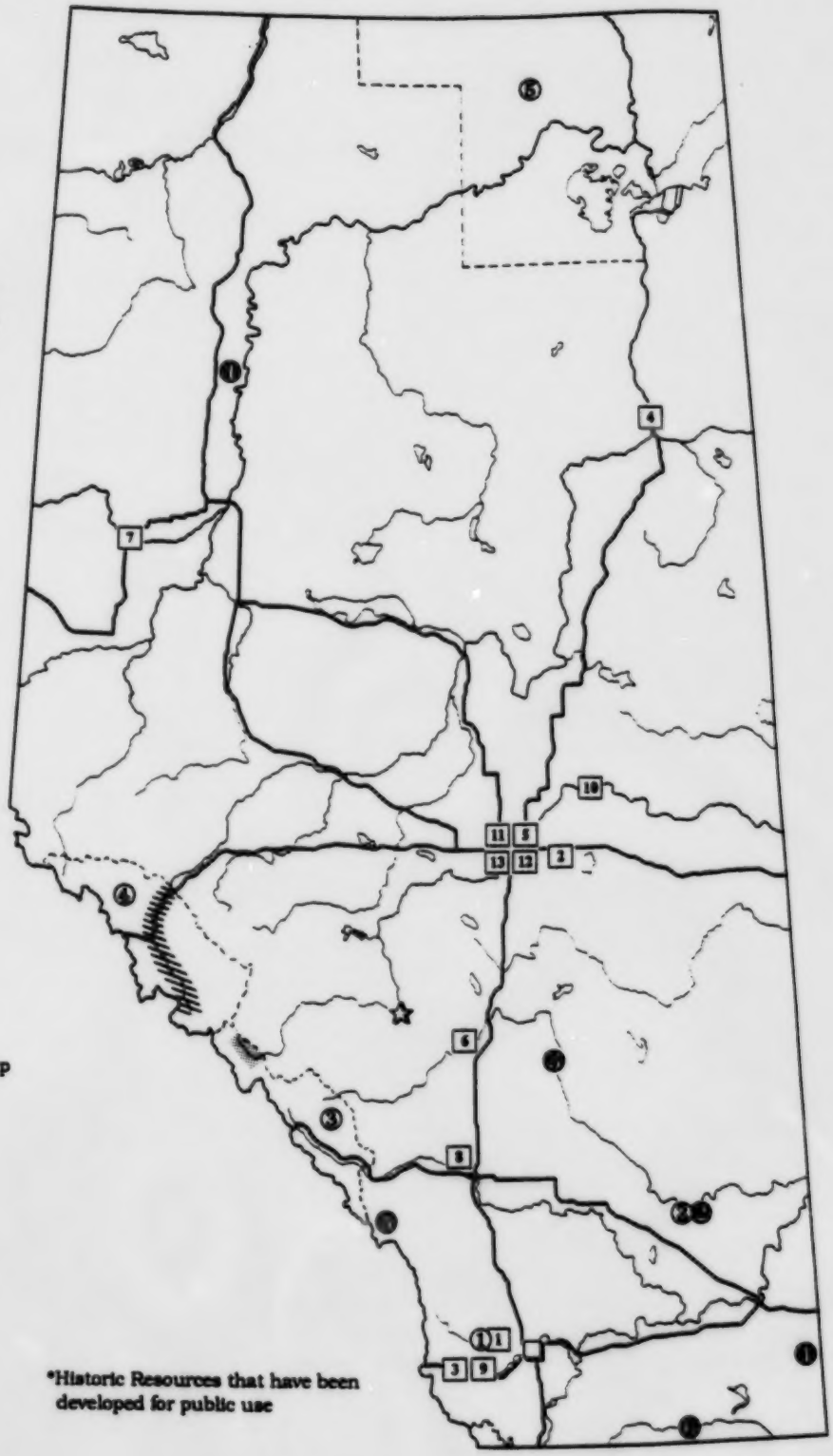
❑ Fort Macleod

World Heritage Sites

① Head-Smashed-In Buffalo Jump
② Dinosaur Provincial Park
③ Banff National Park
④ Jasper National Park
⑤ Wood Buffalo National Park

Heritage Provincial Parks

1. Cypress Hills
2. Dinosaur
3. Dry Island Buffalo Jump
4. Notikewin
5. Peter Lougheed
6. Writing-On-Stone



*Historic Resources that have been developed for public use

ta Culture and Multiculturalism n.d.a). The master plan went beyond the mere inventory and selection of historic sites to provide a plan for specific capital development of selected sites. Since 1980, new facilities and accompanying programs have been brought on stream almost annually. These facilities have markedly affected heritage appreciation, tourism, and local economies. The best example of this is the Tyrrell Museum of Palaeontology in Drumheller.

The Tyrrell vividly demonstrated that skillfully planned and developed projects can create major tourist attractions in even nontraditional tourist areas. A world-class facility for the study and display of palaeontology, the Tyrrell houses over 85,000 fossils, with its major strength in Alberta vertebrates, particularly dinosaurs. The collection currently includes over 300 dinosaur specimens. The Tyrrell offers the visitor the unique opportunity to trace the evolution of life on earth through 3.5 billion years. Representatives of all of the major groups of dinosaurs can now be viewed in a single facility. Prior to the opening of the Tyrrell, Alberta had exported over 300 dinosaurs to major museums around the world, but only individual specimens were on display anywhere in the province.

A unique aspect of the Tyrrell Museum is its location in Midland Provincial Park, 1,500 acres of badlands, grasslands, and riparian woodlands. Alberta Recreation and Parks and Alberta Culture and Multiculturalism viewed this as a unique opportunity to integrate the theme of the museum's displays with the interpretive programs of the park's outdoor environment. The Badlands trails provide a glimpse of the palaeontological environment of Dinosaur Provincial Park and other locations where many of the museum's fossils are collected. The integration of the themes and programs offered to the visitor does not end here. The Tyrrell Museum operates a field station in Dinosaur Provincial Park, 100 km to the southeast. The field station displays replicas of some of the 35 species of dinosaurs discovered in the park and provides the opportunity to watch fossils being prepared. The field station also serves as a visitor orientation center for the resources of the park and the guided interpretive programs that offer a firsthand look at the Badlands, in situ dinosaur fossils, and scientific excavations.

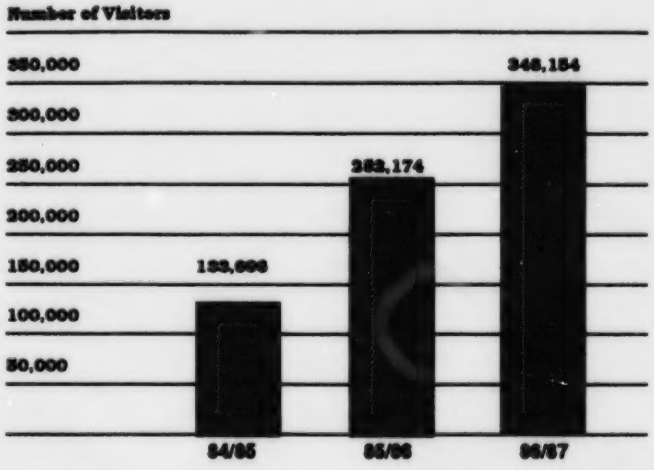
Although the Tyrrell Museum opened only in September 1985, it is already a major tourist attraction and has already had a major economic impact on Drumheller and the surrounding area. Part of the original economic justification for the $28 million project called for a return on investment through stimulation of the regional economy within a 5 to 10-year period. Original use projections were to reach half a million visitors annually in a similar time frame. Both of these projections have been surpassed. Over 500,000 people have visited the museum annually since it opened. The regional tourism association maintains that the facility generated $16.2 million in economic impact in the first year alone, that is, a return on investment in less than two years. Economic impact studies by Alberta Culture and Multiculturalism place the return somewhat less at $9.7 million, but this amount still would mean a payback period of only three years. Although the local business community has had little time to react, especially during an economic recession, several new restaurants have opened and hotel business has been bolstered. During a three-month period in the summer of 1986, over 50 percent of the guests at a local motel identified themselves as Tyrrell tourists, adding up to approximately $85,000 worth of business.

Approximately 30 percent of Tyrrell visitors are from out of province. Estimates are that these tourists spend about four times as much as locals, who do not require accommodation, meals, or souvenirs. One can only speculate on the future impact of the Tyrrell; however, local attractions are being planned and a Main Street program is underway. Additional and better accommodation will no doubt be developed. As other local attractions and facilities are developed and programs are better integrated with places such as Dinosaur Provincial Park, the economic benefits can be expected to increase. Extended tours for out-of-country travellers can be anticipated, as well as longer stays by visitors in private vehicles.

Attendance at historic sites operated by Alberta Culture and Multiculturalism has increased dramatically (see Figure 3). Table 6 gives actual attendance for 1985-86 and 1986-87, as well as the dates the facilities opened. As is readily evident, most of these facilities are new and the upward trends can be expected to continue.

A few other interesting statistics show the growing interest in and demand for historic resource programs in Alberta. In 1985-86, the Provincial Archives were used by over 4,000 researchers, copying 5,000 historic photographs, and requesting over 60,000 photocopies or microfilm printouts. In 1985-86, the Friends of the Provincial Museum of Alberta provided 4,372 hours of volunteer support at special events and assistance with curatorial and conservation work, an increase of 45 percent over the previous year. At seven provincial historic sites, 481 volunteers contributed 5,590 hours to the preservation and interpretation of Alberta's heritage resources.

Figure 3. Historic Sites Service Attendance Summary 1986-87



Source: Alberta Culture and Multiculturalism n.d.b

Note: Does not include museums

Historic Building Rehabilitation

As indicated in the opening sections of this paper, historic building rehabilitation is a major boost to the construction industry. Rehabilitation projects are as high as 75 percent labor intensive compared to 50 percent for new construction (U.S. Department of Interior, as cited in Bever 1978). For example, in Vermont, new construction averaged 70 jobs per $1 million expended, while historic renovations created 109 jobs per $1 million (Bever 1978). Reconstruction has the potential to create ongoing opportunities for small business owners, as opposed to the boom and bust of new, large, contract projects. It is estimated that a properly stimulated building rehabilitation industry could be worth a half billion dollars annually to the Alberta economy (Denhez 1984). In short, it has the potential to streamline, stabilize, and refit the construction industry.

Aside from direct government funding, what mechanisms are available to stimulate building rehabilitation? Tax incentives are one option. "Feasibility of Tax Incentives for Historic Resources" is the title of Appendix III in the tourism response to Alberta's White Paper on Industry and Science (Government of Alberta 1985). It is a succinct review, and it is printed here in its entirety:

> For several years, Alberta Culture, some of its counterparts in other Provinces, and numerous heritage organizations have approached the Federal Government on the matter of tax reform to encourage redevelopment of heritage buildings. The idea was to benefit from the American experience wherein their tax incentives program has resulted in strong private sector involvement in building recycling, low cost urban rehabilitation and increased tourism and labor intensive construction work. From a government investment perspective, the United States General

Accounting Office has conducted an audit of the effects of the United States tax incentive scheme for heritage property redevelopment and has reported a return of up to 20 to 1 on economic activity generated from each deferred tax dollar.

Traditionally, the Alberta Government has used direct grants to encourage rehabilitation of historic buildings, but such funds are far too small to have much impact on the province as a whole. A particular problem has been in attempting conservation in the urban cores, where grants are considered too limited to offset alternate major redevelopment. Conversely, the American tax incentive policies have had their greatest effect in urban cores.

Alberta Culture, after consultation with Alberta Treasury, investigated the feasibility of similar tax incentives here. The study concluded that action by this province in tax reform could produce significant economic incentives. Technically, this would call for minor revisions to three pieces of provincial legislation:

The Alberta Income Tax Act
The Alberta Corporate Income Tax Act
The Municipal Taxation Act

These revisions could more appropriately be called extensions of existing initiatives, and follow much of the direction of suggestions within this Government's recent White Paper *Proposals for an Industrial and Sciences Strategy for Albertans — 1985-1990.*

The primary tools considered in the Alberta study are a tax credit in income taxes for ex-

Table 6. Recent Statistics for Selected Facilities Operated by Alberta Culture and Multiculturalism

Facility	Year Opened	1985-86 Attendance	1986-87 Attendance
Father Lacombe Chapel	1929	—	4,657
Historic Dunvegan	1961	41,906	12,248
Provincial Museum of Alberta	1967	460,187	458,685
Rutherford House	1973	20,000	21,530
Ukranian Cultural Heritage Village	1975	34,191	73,669
Cochrane Ranche	1979	15,518	23,889
Alberta Natural Resources Science Centre	1980	30,492	37,464
Strathcona Archaeological Centre	1980	10,712	11,000
Victoria Settlement	1981	3,000	3,724
Stephansson House	1982	9,379	12,054
Leitch Collieries	1983	32,480	20,045
Frank Slide Interpretive Centre	1985	79,012	97,451
Fort McMurray Oil Sands Interpretive Centre	1985	27,690	43,335
Tyrrell Museum of Palaeontology	1985	—	517,890
Head-Smashed-In Buffalo Jump	1987	15,285	22,065
Dinosaur Provincial Park Field Station	1988	—	—
Reynolds-Alberta Museum	1992	—	—
Remington Carriage Collection	1992	—	—

Source: Alberta Culture and Multiculturalism, Annual Reports

penditures on the rehabilitation of historic buildings, and adjustments to assessments or temporary freezes on municipal taxes, although many other options are also open. Considering there are approximately 60,000 buildings in Alberta predating 1930 which could be made eligible for such tax incentives, the impact of such a program could mean millions of dollars worth of investment, thousands of jobs in the construction industry, revitalization of our urban cores and main streets, and the creation of a myriad of additional attractions for Tourism (Government of Alberta 1985: ix).

The redevelopment of Old Strathcona in Edmonton or the Stephen Avenue Mall (8th Avenue Mall) in Calgary is an excellent example of a rehabilitation program that has revitalized a rundown, economically depressed area. One need only look at those areas to appreciate the employment opportunities that are created in such restorations. Attend the "Fringe Festival" in Old Strathcona, and the tourism and heritage appreciation values are even more obvious. Pragnell (pers. comm.) attributes the success of these projects to their long-term economic viability. He points out that business opportunities continue to attract private sector investment and this overcomes the total dependence on government grants. One can only speculate about what more might be accomplished in such areas if tax incentive programs were available.

Completing the System

Demand for heritage resources may also be considered from another perspective. Which elements of our heritage should be included in a system of protected sites? Alberta Culture and Multiculturalism provides an overview of this evaluation in the report entitled *Master Plan: Prehistoric and Historic Resources*. This document outlines a thematic framework against which progress, in terms of the quality and quantity of prehistoric and historic resource preservation and presentation, can be measured. The framework identifies 10 broad themes:

1) The First People
2) Early Prehistoric Period
3) Middle Prehistoric Period
4) Late Prehistoric Period
5) The Fur Trade
6) The Transition From a Nomadic Economy
7) Ranching
8) Settlement
9) Resource Development
10) Politics

Representative examples of the various elements of each of these 10 themes must be protected and presented to the public to complete implementation of the master plan.

Consistent with UNESCO guidelines, the master plan proposes preservation of one percent of mankind's heritage as sites and monuments. Based on present inventories of the province, this amounts to designation of 500 sites. Table 7 gives a statistical summary of progress toward the completion of the master plan as of August 1988. Rasmussen cautions that the master plan is a thematic framework, which must be regarded as a guideline and not as an absolute. As our knowledge of the heritage resources of the province increases, it will likely become desirable to protect and interpret additional sites.

It is interesting to note that the greatest progress toward completion of the master plan is in the most costly aspect. Capital funds have been made available to develop 12 interpretive sites. By contrast, low-cost items such as brochures and commemorative signs have been given a lower priority. In hindsight, this appears to have been strategically a very wise decision. During the economic boom, major attractions were initiated that now contribute significantly to local economies and to tourism. The low-cost items that complement these major developments can be added with minimal difficulties even during periods of fiscal restraint.

Demand will continue to influence the number of interpretive sites that are developed. Many of Alberta's heritage resources are of sufficient significance and quality to support major development and in-depth interpretation. If the

popularity of heritage interpretation continues to grow parallel with the anticipated growth of the tourism industry, it is reasonable to expect that funding will be allocated for the development of additional interpretive sites. Local interest and support will likely influence which sites are ultimately developed.

In summary, public demand for and commitment to historic resources is strong and is expected to grow. Public expenditures, whether direct or indirect, are becoming increasingly easier to justify. Considerable progress has been made toward designating and interpreting heritage resources in the province, but much work remains if the objectives of the master plan are to be met. Historic resources can be expected to play a major role in the economic and tourism future of Alberta.

Table 7. Statistical Summary of Progress Toward Master Plan Completion

No. of Resources to be Designated to Complete Master Plan	No. of Resources Designated to Date	Percentage of Master Plan Completed to Date
500	260	52 %
Total No. of Pamphlets Required to Complete Master Plan	No. of Pamphlets Published to Date	Percentage of Master Plan Completed to Date
500	100	20 %
Total No. of Signs Required to Complete Master Plan	No. of Elements Adequately Signed	Percentage of Master Plan Completed to Date
227	125	55 %
Total No. of Interpretive Sites Requiring Development to Complete Master Plan	No. of Sites Developed	Percentage of Master Plan Completed to Date
20	12	60%

Source: Alberta Culture and Multiculturalism, updated August 1988

Chapter Four

Sustainability

The concept of sustainability is fundamental to any conservation strategy, but is seldom applied to non-renewable resources such as coal, petroleum, or, in this case, historic resources. There are, however, considerations that ultimately affect how well we retain historic resources for future generations, in short, their sustainability.

Preservation, Mitigation, and Research

The first and most obvious consideration is the protection of historical resources from damage and destruction. Legislative protection and the requirements of industry to carry out assessment and mitigative work have already been outlined. One aspect of assessment and mitigative work not yet discussed is its value in expanding our knowledge of our historic resources. For example, as part of the inventory associated with the construction of the Three Rivers Dam on the Oldman River near Pincher Creek, approximately $300,000 was spent on a historical resources impact assessment and associated studies. A four-volume report, totalling almost 1,000 pages, documents in detail the archaeological and historical resources of the area to be affected (Reeves 1987). A total of 168 archaeological sites were examined below the high water level, including terrace campsites, teepee rings, cairns, and bison kill sites; one campsite dates back as far as 8,000 years. In addition, 46 historic sites were identified, representing ranching, settlement, the Doukhobors, and railway construction; these are all themes outlined in Alberta Culture and Multiculturalism's *Master Plan: Prehistoric and Historic Resources*. Information resulting from the impact assessment has added significantly to our knowledge of the heritage resources of the region.

Although the total cost is not yet known, the Alberta government has committed funds for mitigation measures over the next two or three years. These funds will be spent on salvage research on some of the archaeological sites and on the relocation of several of the historic buildings. Mitigation activities too will add to our knowledge of the region.

In terms of archaeological sites, Reeves concludes "a total loss to the sites, their structural remains, contents, context and the landscape in which they have existed for over some 8,000 years, will occur" (Reeves 1987: ix). As for historic sites, "a total loss of the buildings, sites and the historic landscape will occur" (Kennedy and Reeves 1988: iv). Pharis, however, points out that historic buildings throughout the region are being ignored and simply lost to old age (H. Pharis: pers. comm.). Archaeological sites are also being lost to natural erosion and disturbed by land use (M. Magne: pers. comm.).

Several important questions arise in relation to the sustainability of heritage resources. Does increased knowledge justify disturbing in situ resources? This is a matter of often heated philosophical debate. There are those who consider historical resources of little value unless they are researched and the knowledge made available. Others argue that, over time, research methods will improve and our ability to gain more knowledge will increase in the future. Sites left unexcavated may, in some instances, be well preserved for the improved technologies of future researchers. These arguments are well documented in articles by Cassidy, Wildesen, Fowler and others. Although the debate about mitigation

is similar, it becomes far more complex and often more emotional. If archaeological site preservation took precedence in all cases, there would be almost no development in large regions of Alberta. The debate here is not a simple one. McCullough, for example, expresses the opinion that:

> one can justifiably argue that the knowledge gained during research excavations more than offsets the "destruction" of particular portions of a site. This argument, however, becomes more complex when mitigation is involved. Not only is a portion of the site "destroyed" by the archaeologists during mitigative excavations, the adverse effect is compounded by the fact that the entire site or, in many instances, the major portion of the site is destroyed by the development project. (E.J. McCullough: pers. comm.)

He cautions that, during mitigative operations, sample sizes are usually less than one percent of the area and that knowledge gains may be small relative to the resources sacrificed. Magne, by contrast, points out that one percent of large projects can be a large area and a lot of work (M. Magne: pers. comm.). In these cases, cost can be considerable and properly designed projects can result in significant knowledge gains.

As discussed in more detail in the following section on interactions, a considerable surface area in Alberta has already been altered and future disturbances will occur as we continue to exploit the natural resources of Alberta. This leads directly to the second question. How do the sites to be affected compare with other sites in the province, especially those that are already afforded an adequate degree of protection? Consideration of this question is a standard requirement for all assessments and mitigation in Alberta. In the case of the Three Rivers dam reservoir, how do the archaeological sites to be affected compare with those protected at Head-Smashed-In Buffalo Jump, a UNESCO World Heritage Site? Will the knowledge gained by the assessment and mitigative work enhance the interpretive programs at Head-Smashed-In Buffalo Jump and at least in part compensate for their loss? Similarly, how do the affected landscapes compare with the nearby UNESCO-designated Waterton Biosphere Reserve? The intent here is not to resolve these dilemmas. From a conservation strategy perspective, our goal should be to protect representative examples of Alberta's heritage. Alberta Culture and Multiculturalism's *Master Plan: Prehistoric and Historic Resources* is intended to provide a framework that, if fully implemented, will ensure sustainability of historic resources.

Practical Use of Historic Buildings

Finding uses for historic buildings may contribute to their sustainability. It is, for example, much easier to justify spending money to restore and preserve a historic house if it is turned into a local museum that provides some return to the local community. Of more significance, however, is the growing popularity of restoring historic buildings for everyday use. Restoring houses and using them for private residences makes it possible to preserve much more of our past. Similarly, rehabilitating commercial and retail space makes it possible to preserve entire districts. The protection of historic neighborhoods is discussed in more detail under Interactions.

Museum Collections

The concept of sustainability might also be applied to the conservation, preservation, and documentation of museum collections. Today's modern museums are highly sophisticated establishments. Computer technology facilitates documentation, storage, and retrieval of data essential to scientific study of museum collections. Environmental considerations in storage and display areas include the control of temperature, humidity, light, and dust. These conditions can be individually tailored to the specific requirements of different collections. Today's restoration and display techniques have reached standards not even considered several decades ago.

All museums, however, are not equally fortunate. Many regional museums simply do not have the financial support, facilities, and staff required to achieve such standards.

This situation is recognized by both the Alberta Museums Association and Alberta Culture and Multiculturalism. The Museums Association is working with their membership to develop standards (Robertson et al. 1987). The government provides grants and assists with leadership and training. Available funding, however, is far short of that required to bring all institutions up to reasonable standards required for the various collections.

Managing Visitors

Measures commonly used to protect sensitive natural resources can, at times, be used to ensure the sustainability of historic resources. These measures are often discussed in literature about parks in the context of carrying capacity. Simply stated, the number of people visiting a resource must not exceed its capability to withstand the use without diminishing the quality of the experience or seriously impairing or destroying the resource itself.

At historic sites, the number of visitors can be controlled through common techniques such as quotas, reservations, and fees. Alberta is fortunate in that there is presently little need to ration access to historic resources. As previously noted, restoring historic sites and opening them to the public is a recent phenomenon in Alberta. Visitors have been relatively easy to disperse simply by keeping supply ahead of demand. Opening new attractions has so far helped to keep the pressure off existing facilities. In the future, overuse will likely become a problem with some of the more popular attractions. The Tyrrell Museum of Palaeontology in Drumheller is already operating to design capacity at peak times and long lineups can be experienced. Museum administrators must seek innovative solutions that will disperse the crowds to nonpeak times. These could vary from such things as special breakfast programs for those staying in local hotels to off-season packages promoted by travel and tourism operators.

Site hardening with boardwalks, hand rails, and surfaced walkways can also be used to passively guide visitors while at the same time controlling their impact. This approach, coupled with on-site interpretation, can greatly expand visitor awareness and understanding while protecting the primary resource. Perhaps the best Alberta example of this type of visitor management is Head-Smashed-In Buffalo Jump. Part of the commitment made when this site was designated a World Heritage Site by UNESCO in 1981 was not only to preserve it, but to present it to the public. A seven-tiered visitor center built into the adjacent sandstone cliff provides the visitor with a unique opportunity to view and understand the role this site played in native culture for over 6,000 years while at the same time protecting the resource.

Zoning and access restrictions can also be applied in the management of historic resources. Two examples from provincial parks illustrate this approach in Alberta. General public access to portions of Dinosaur Provincial Park is restricted to protect abundant and easily disturbed fossils. Bus tours into this area restrict the number of visitors and control their activities. Interpretive naturalists accompany every tour and guide the visitors through an educational and entertaining firsthand look at the fossil and other unique resources of the area. Similarly, guided tours in Writing-On-Stone Provincial Park protect and interpret the easily damaged petroglyphs and pictographs on the sandstone cliffs. Control programs of this nature reduce requirements for physical infrastructure and are often the focal point and highlight of a tourist's visit to these parks.

Chapter Five

Interactions

Historical resources affect a number of other resource use sectors. Some interactions are positive; for example, tourism is supported by historic resources. Other interactions are negative and, in the worst cases, result in serious damage to or destruction of historical resources. A number of interactions have already been briefly mentioned, varying from industrial disturbances of archaeological sites to projects like the Tyrrell Museum that are an integral part of the tourism industry. This chapter examines interactions with several sectors in more detail.

Agriculture

Cultivation of land for crop production, because of its extensive nature, directly conflicts with preservation of archaeological resources. Cultivation to even shallow depths disturbs or destroys most archaeological sites. Most sites, unfortunately, are not visible on the surface and cannot, therefore, be avoided even by those fully aware of, and supportive of, their protection.

Agricultural operations are responsible for altering more land in the province than all other land uses combined. According to the 1986 Census of Canada there were 31,891,516 acres of improved farmland in Alberta (Alberta Agriculture 1986), that is, about 20 percent of the surface area of the province. New cultivation for agriculture is still occurring. For example, in the 10-year period from 1971 to 1981, almost 10 million new acres were cultivated. In other words, the amount of new land cultivated in this 10-year period was almost one half the total of all cultivation that existed prior to 1971. Although new cultivation has slowed down in recent years with the economic recession, it is still considerable and numerous archaeological sites are being affected.

Alberta's prairie and parkland regions have especially been affected. Agriculture has been the major contributor in transforming more than 75 percent of the native prairie and parkland landscape in Alberta, Saskatchewan, and Manitoba (WWF n.d.). That these areas were once used by early native cultures comes as no surprise to anyone in close contact with the land. Many a farm child has picked up a few arrowheads from the summerfallow field. Although these artifacts are of personal interest to the individual collector, they contribute only minimally to our understanding of the past.

This view, however, is not shared by everyone. McCullough (pers. comm.) suggests "there is much to be gained by studying artifact distribution patterns and tool types and by conducting functional analysis of tools and lithics (type of stone) in sites in ploughed contexts." He recommends that "we need to develop techniques which make fullest use of the information available even if it is not perfect." McCullough argues that unless we "implement programs to study sites in ploughed areas, important data which would enhance our understanding of past cultures will most certainly be lost."

Technically, the Alberta Historical Resources Act prohibits disturbance of historical resources and requires those finding sites to report them to the minister. Additionally, the minister may require completion of a historic resource impact assessment for all land disturbances, whether on public or private land. Historical resource impact assessments are not generally undertaken for agricultural operations on private land, and it is doubtful whether these and other requirements

of the Act will be enforced on private land in the future. Ploughed fields, however, should not be ignored. Not only do these "disturbed sites" often contain significant information, but there also may be undisturbed archaeological materials below the plough zone. McCullough cites research excavations funded by Esso Resources Canada Limited as an excellent example of ploughed field archaeology. "Careful excavation of the Duckett Site, a multi-occupation site spanning a period of 10,000 years on Ethel Lake in northeastern Alberta, resulted in the identification of ploughshare marks with undisturbed ... cultural deposits between the marks." He points out, however, that these patterns were not apparent until more than 10 square meters had been excavated, reinforcing his opinion that much of our archaeological site assessment in ploughed fields is done on a scale that is far too small to be reliable.

Efforts are being made to inform the public of the value of historic resources and what to look for. Staff of Alberta Culture and Multiculturalism, as well as volunteers, attend meetings and seminars and speak to school groups on an ad hoc basis as part of this educational process. Research officers follow up any leads they receive from private landowners. Often this becomes an important preservation mechanism, as most landowners take pride in protecting historic resources on their property. Friends, relatives, and neighbors often become interested by word of mouth.

Historic resources interact with agriculture in positive ways as well. Not all land used for agriculture has been cultivated. The 1986 Census of Canada figures indicate 19,148,947 acres of unimproved farmland. Much of this is native grassland in southern Alberta that is used for cattle ranching. As long as this land is used for unimproved grazing, it protects a number of historic resources. Native plant and animal species are protected and archaeological sites are left undisturbed. Range management that restricts off-highway vehicle access provides an added degree of protection from collectors, vandals, and the machines themselves.

This protection is largely an initiative of the private landowner who either recognizes the value of the resource or simply protects it as an incidental part of other management operations. Numerous archaeological sites have been identified on private lands, but almost no effort has been made to contact the landowners and solicit their assistance in protecting them. Formal contact generally is made only for those sites worthy of designation as Provincial or Registered Historic Resources. Efforts should be made to institute appropriate volunteer custodian programs and to assist landowners to protect sites. For example, compensation in the form of tax concessions could be considered for management of native rangeland that is suitable for cultivation. The considerations are similar to those for protection of native plants and animals and, in fact, some of the programs and costs could be shared.

Ranching on native rangelands is also part of the cultural mosaic of Alberta — part of our history. Efforts to protect representative elements of our cultural landscape should be increased; examples should illustrate the development of the relationship between man and the environment. Phases of Alberta's development that helped to shape our rural landscape are largely unrepresented in the system of designated historic sites. Little has been done to present and interpret these phases to the public. The Reynolds-Alberta Museum in Wetaskiwin will no doubt become a first-class exhibit of farm implements. Efforts should be increased to restore and interpret working examples of early ranches, irrigation farms, and agricultural processing operations.

Forestry

Next to agriculture, the largest land-disturbing activity in Alberta is the forest industry. Forestry disrupts the land surface through the construction of roads and loading areas, but especially through scarification as part of reforestation. Eventually, most of the productive forest land in Alberta will have been scarified as part of the cycle of forest harvesting. Figures as to the amount of land disturbed to date by all forestry activities are

unavailable. The magnitude of disturbance, however, is illustrated by figures for the 10-year period from 1975 to 1985, during which 165,111 hectares were scarified (Alberta Energy and Natural Resources 1985).

Although most of the forest companies co-operate and undertake assessments of mill sites, overall forestry operations are not subjected to historic resource impact assessments. Staff of the Historic Resources Division are part of Alberta's integrated resource management planning program. Through this process, areas having high potential for historical resources are identified. These sites can then either be deleted from future forest operations or subjected to more detailed assessment and possible mitigation measures. The integrated resource management process provides a similar gross appraisal of those lands being considered for agricultural expansion. The effectiveness of the integrated resource management planning process in protecting historic resources is at best an educated guess. Staff must rely on the scanty survey data available as well as their best professional judgement as to where historical resources are likely to be found. To date, there has been almost no follow-up. The magnitude of forestry operations makes it virtually impossible to follow scarification and other operations in an attempt to inventory and salvage resources.

Mining

Extractive activities such as coal mining and sand and gravel excavations also affect historical resources. Surface disturbances may affect archaeological sites, but of greater interest in this case are palaeontological resources. Pleistocene sands and gravels are the source of much of the aggregate used in Alberta. Many of the Ice Age mammal fossils recovered in Alberta are the direct result of these mining operations.

Alberta Transportation co-operates with the Historical Resources Division through annual meetings and the referral systems to review new highways and gravel pits for both archaeological and palaeontological resources. Here again staff rely on their knowledge of the region and nearby sites to identify areas worth assessing in detail.

In addition to surface inventories, a backhoe is frequently used to inspect the subsurface for stratified soil layers likely to contain material of interest. In some instances, resources are significant enough to warrant deletion of the area from Alberta Transportation's operations. For example, on one major site at Cranford (near Taber), over 200 teepee rings have been found, including artifacts to a depth of over one meter and some at least 5,000 years old. Alberta Transportation has spent in excess of $200,000 hiring professional archaeologists, surveying, conducting excavations, and fencing the site (J. Burns: pers. comm.).

Several major gaps exist with regard to protecting historical resources from gravel operations. Commercial gravel operations are not subjected to the same scrutiny as Alberta Transportation. In addition, little attempt has been made to inform gravel pit operators of palaeontological resources and what to look for. There is no follow-up with periodic inspection of gravel pits to look for fossils that might be exposed, although this is the most effective method of finding Quaternary fossils. Again, discovery and salvage of palaeontological resources depends on the goodwill of the operator who notices something unusual and takes the trouble to notify someone. In such cases, staff of the Historic Resources Division follow up and undertake the necessary salvage. For example, in late 1984, George Wakaluk reported finding bone while loading sand in a family-owned pit near Watino along the Smoky river. The following spring, a totally articulated skeleton of a Pleistocene elk about 10,000 years old was excavated. A cast of this specimen was put on display in the Provincial Museum of Alberta in the spring of 1988 (*Grande Prairie Herald-Tribune* 1985; *Edmonton Sun* 1985).

Similarly, fossils are often found during coal mining operations. It is safe to assume that these specimens would go undiscovered if not for the mining activity. In this sense, the interaction could be considered positive, as knowledge and, often, specimens are made available to the public.

For example, a seven-ton slab of shale containing dinosaur footprints, snail tracks, and other fossil remains was recently donated to the Tyrrell Museum of Palaeontology by Fording Coal. As in the case of gravel operations, discovery and salvage of fossils depends on the goodwill of the mine operators.

Systematic surveys of coal mines are not undertaken. Palaeontological staff, however, visit strip mines because of their fossil potential whenever the opportunity is available. From time to time, letters are sent to the various coal companies requesting them to watch for fossils; however, due to staff turnover, education is a difficult task.

Oil and Gas

The petroleum and natural gas industry may have a significant impact on historical resources, especially archaeological sites, as a result of the large area of surface disturbance. Mining operations for oil sands development near Fort McMurray are the largest single surface disturbance associated with the industry. To date, approximately 11,000 hectares have been cleared; potentially more than 300,000 hectares are suitable for strip mining. Comprehensive historical resource impact assessments have been carried out. Staff of the Alberta Archaeological Survey closely monitored much of the initial clearing to improve the knowledge base in the boreal forest region. Staff essentially followed the dozers as land was cleared to identify sites and undertake salvage prior to mining.

It is interesting to note that very few fossils have been found during the actual mining operations.

Other impacts associated with the oil and gas industry include roads, well sites, and pipelines. These developments occur in all parts of the province and in total represent a significant area. For example, there are about 187,000 kilometers of pipelines under the jurisdiction of the Energy Resources Conservation Board. Widths vary from about 10 meters for flow lines up to 40 meters for large transmission lines. In addition, there are about 120,000 well sites, 500 plant sites, and 25 battery sites in the province, with surface disturbances of about 100,000 hectares (E. Anderson: pers. comm.).

Applications for surface operations associated with the oil and gas industry, coal development, gravel pits, and others requiring dispositions from the Public Lands Division are subject to the interagency government referral system. Staff of the Alberta Archaeological Survey review many of these applications. Because it is impossible to survey in detail every acre to be disturbed, existing records and knowledge must be relied upon to anticipate which areas require historical resource impact assessments or mitigation. High-priority areas with a good probability for the existence of archaeological and palaeontological resources have been mapped for the province. Notations are placed on the records in the Public Lands Division to ensure that any applications that might affect these areas are referred to the Alberta Archaeological Survey for their consideration. The magnitude of the task involved in reviewing referrals is illustrated by the figures in the 1985-86 Annual Report of Alberta Culture and Multiculturalism. During this year, approximately 6,800 projects were processed through the referral system. Of these, 162 projects required historical resource impact assessments. As a result of this work, 1,071 new sites were added to the growing archaeological site inventory.

McCullough (pers. comm.) makes a convincing argument that a high priority should be placed on monitoring pipelines. He suggests that monitoring might be

> an effective way of discovering deeply buried sites along pipeline rights-of-way. Because these rights-of-way cross many different kinds of environments, ditching operations could result in the discovery of deeply buried sites or prehistoric winter occupations occurring in muskeg which are known to exist but continue to evade discovery by archaeologists. The identification of undisturbed buried sites is particularly important given the amount of surface clearing which is adversely impacting sites. Rarely would an archaeologist be afforded the opportunities that pipeline monitoring offers. Why not take full advantage of the oppor-

tunities afforded by miles and miles of exposed subsurface deposits? (E.J. McCullough: pers. comm.).

Similarly, monitoring programs could be an effective method of managing historical resources where large tracts of land are being cleared for development. For example, heavy oil development in the parkland region of eastern Alberta is occurring in an area historically used by the Plains Indians as a wintering ground. Despite historical records of buffalo pounds and camps, few significant sites have been documented. Monitoring might help to fill this gap.

Urban Communities

Earlier sections of this paper discussed historical resources as they affect urban environments, job creation, the tourism industry, and park management. It has already been noted that historic building restoration creates jobs, helps to diversify the economy, attracts tourists, and helps to improve the quality of the urban environment, in which most Albertans live. With these recognized values, the question might be asked: why is there not more restoration of historic buildings in Alberta's towns and cities? Although we are seeing more restoration of individual buildings, little is occurring at the community level. Downtown Fort Macleod is the only designated Provincial Historic Area in Alberta. The designation is intended to preserve and assist the restoration of the 1880-1890 buildings in the oldest community in southern Alberta. Is there a lack of other communities suitable for similar designation? Are there obstacles to designation? Is there opposition to designation or a lack of interest? Do smaller communities require assistance to develop policies and programs that would enable them to take advantage of available resources? Are incentives required to initiate projects? These are important questions that should be debated as part of the Alberta Conservation Strategy.

Tourism

The section on economic significance looked at projects such as the Tyrrell Museum of Palaeontology and their importance to the tourism industry as well as their stimulation of the local economy. An overview was also provided of the other historic sites operated by Alberta Culture and Multiculturalism and those that are to open in the near future. Worthy of further consideration is this question: what role should historic sites play in the future of the tourism industry in Alberta? How many facilities should be developed to make any region attractive to tourists at a regional, provincial, national, or even international level? Alberta Culture and Multiculturalism's *Master Plan: Prehistoric and Historic Resources* identifies the potential to greatly expand the role historic resources play in the tourism industry. The future role should be debated as part of the Alberta Conservation Strategy.

The section on sustainability examined problems historic resources, parks, and tourism share in managing user impact. If we are to manage user impacts, with growing future demands, we must be prepared to continue to look for innovative solutions. We must look at parks, historic sites, natural areas, and other attractions as parts of a single system. The role of each entity in the system must be clearly defined and there must be commitment to managing it for the most appropriate use. There must be better overall integration of programs between government agencies at all levels and with the private sector.

Chapter Six

Improving Cultural Heritage Management

Issues and concerns have been raised and discussed throughout this document. Some are specific; some are general. This section groups these concerns into broad areas of consideration. For the most part, discrete recommendations are not made; rather, directions are suggested that, if pursued, could improve overall cultural heritage management in Alberta. Specific action statements related to these broad areas of concern will appear in the draft Alberta Conservation Strategy document, which will be completed in the future.

Spreading the Responsibility

It is apparent that heritage resource conservation and preservation in Alberta are almost solely the responsibility of the provincial government. Furthermore, this responsibility is concentrated almost entirely in the Historical Resources Division of Alberta Culture and Multiculturalism. This is not to imply that they should not play the lead role, but rather that there should be better co-ordination and a more equitable sharing of responsibility for implementing programs.

Conspicuous by their absence in Alberta are heritage resource programs delivered or assisted by the federal government. The only facility operated directly by the federal government is the 1799 North West Company fur trade post at Rocky Mountain House. This is as yet Alberta's only National Historic Park. Lack of co-operation between the federal and provincial governments has traditionally stood in the way of further involvement. The federal government apparently is unable to acquire land without exclusive jurisdiction and mineral rights. The provincial government, on the other hand, is not prepared to relinquish those rights.

Due to the intransigence of both parties, Albertans are deprived of the benefits of five federal programs with implications for the protection, management, and enjoyment of cultural heritage resources:

1) National Historic Sites
2) National Historic Parks
3) Agreements for Recreation and Conservation
4) Heritage Buildings
5) Canadian Heritage Rivers

Appropriate compromises should be found on both sides for the benefit of historic resource presentation and the tourism industry in Alberta.

The federal government should also be encouraged to provide more assistance and leadership to Alberta's native peoples to protect and interpret the heritage resources over which they have jurisdiction. If such development is consistent with their aspirations and would be supported by local native peoples, Alberta's native heritage could become a significant tourist attraction. Many reserves, as well as communities such as Lac La Biche, Fort Vermilion, and Fort Chipewyan, could benefit from such initiatives.

At the local level, the municipalities must become more involved in historic resource preservation and presentation. Aside from local museums and protection of a few buildings, little is done. There appear to be several reasons for the lack of municipal involvement in Alberta. Although most of the reasons are financial in nature, the main

problem is Section 24 of the Alberta Historical Resources Act. If a municipality designates property as a Municipal Historic Resource or Area, the municipality is required to compensate the owners at what appears to be an unreasonable level. Under the Act, the owner must be compensated if there is a decrease in economic potential of the property involved. In cities where land is suitable for commercial or other intensive development, this compensation could be considerable — enough to scare most municipalities off. It has been suggested that the Act should be amended to permit the municipalities to designate historic resources by zoning, similar to the way they designate other lands under their jurisdiction, rather than essentially expropriating them, as is presently the case.

As was previously pointed out, the City of Edmonton is considering tax abatement as an alternative form of compensation. Other communities should be encouraged to investigate similar innovative approaches.

Previous sections touched on the value of volunteers in the delivery of Alberta's historic resource programs. These dedicated individuals are to be commended for their efforts. Additional use should be made of volunteers in different aspects of heritage preservation. Landowners should be encouraged to protect sites on their property. Carefully managed volunteer custodian programs should be considered and, if required, tax incentives or other measures put in place to make historic resource preservation appealing to landowners.

Financial Support

In recent years, the provincial government has made a substantial commitment to the construction of new facilities associated with historic resources. With the exception of this, however, overall financial support is inadequate. Direct grants at all levels of government are inadequate to support the many initiatives that are presently underway and those that would be undertaken by various groups and organizations. Financial support to regional museums must be increased if the standards of these institutions are to be improved.

As was pointed out, direct federal support could be greatly increased if the federal government were to become involved in program delivery in Alberta. Similarly, municipal support would undoubtedly increase if the compensation clause in the Alberta Historical Resources Act were amended.

Tax incentives for resource conservation, restoration, and presentation, if implemented, would provide many social, recreational, preservation, and educational benefits. Perhaps more important, they would bolster tourism, help to diversify the economy, and trigger billions of dollars worth of construction and jobs.

Integration of Programs

Preservation, recreation, tourism, and the various components of these different spheres must be considered from a more all-encompassing, systems perspective. There must be better integration of programs of government agencies at all levels and with the private sector.

The Tyrrell Museum is an excellent model of what can be accomplished through co-operation and co-ordination. Alberta's Badlands and dinosaurs are now internationally renowned and are a major tourist attraction. Alberta Recreation and Parks is responsible for Midland and Dinosaur Provincial Parks and their associated interpretive and educational programs. Alberta Culture and Multiculturalism operates the Tyrrell Museum in Midland Provincial Park and the Field Station in Dinosaur Provincial Park. They also carry out scientific palaeontological excavations within the parks and throughout the province. Travel Alberta continues to feature the Badlands, dinosaurs, and the museum in their tourism promotional material for Alberta. Alberta Transportation plays a less direct role by ensuring that regional roads are upgraded to the standards required to handle the increased tourist traffic. On behalf of the province, the federal government carried forward the proposal to have Dinosaur Provincial Park declared a UNESCO

World Heritage Site. The Canadian Parks Service continues to provide publicity for Dinosaur Provincial Park as a World Heritage Site. Although initially somewhat skeptical, the private sector now plays a significant role in providing tourist services, accommodation, and guided tours of the Badlands and the surrounding region.

Much of the success of the Tyrrell project was a result of the personal dedication of a few individuals in the involved departments rather than a policy of overall co-ordination. Co-operation evolved over time, often more by chance than by design. Co-ordination must not be left to chance. From the outset, the planning, development, operation, and promotion of all major projects should be co-ordinated. It is to be hoped that the recently established Deputy Ministers' Heritage Resources, Recreation, and Tourism Committee will provide the mechanism to ensure overall co-ordination of programs in the future. This committee will go a long way toward ensuring that all major proposals carried forward for Cabinet consideration recognize and respect the roles and responsibilities of all affected departments. It should also ensure a much clearer picture of the environmental and economic implications, and of the role that the private sector might play in implementation, of major projects.

The integration of heritage programs and tourism must be further strengthened. Just as natural and cultural heritage cannot be separated, tourism and heritage protection and presentation are likely to become more intertwined in the future. As was pointed out, much of the justification for the investment in the Tyrrell Museum was based on the projected stimulation of the regional economy, largely through tourism. The success of the museum and its rapid payback should help to justify other projects. This type of economic justification should apply at the municipal level and for the projects of private organizations as well as for other large provincial projects. For a more complete discussion of tourism, the reader is referred to *Tourism in Alberta*, one of the companion documents in this series of discussion papers for the Alberta Conservation Strategy.

While tourism and cultural heritage management can benefit one another, care must be taken to protect sensitive resources. Promotion campaigns must recognize and respect the management objectives for each site. Only appropriate activities within established carrying capacities should be advertised.

Education

Educational efforts should be stepped up so that the general public will be better able to recognize and appreciate the value of heritage resources. Municipal councillors and administrators should be made more aware of the mechanisms and assistance available to protect and restore heritage resources. Regional museum staff require additional training if the standard of these facilities is to be improved.

An industry awareness campaign should be initiated to make coal mine workers, gravel pit operators, and similar industrial workers more aware of fossils. They should be better informed of what to look for and who to report it to. Individuals and companies should be publicly recognized for their efforts in this regard. Similarly, individuals who are custodians of collections of fossils or artifacts should be recognized for this service.

The public misunderstand parts of the Alberta Historical Resources Act and associated regulations. As an example, there is considerable confusion about fossil resources, as was pointed out earlier. The collection, use, and custodianship of fossil resources should be clarified. The implications for gravel operations are easily misunderstood. The apparent inconsistency of permitting petrified wood and fossil-bearing limestones be used as part of the everyday gravel resource, while at the same time restricting the hobbyist, is a source of confusion. Sections of the Act and regulations should be rewritten to eliminate the ambiguities and to facilitate public understanding. To ensure public acceptance, clarification must be in the legislation itself and not simply at the departmental policy level where it is applied. A layman's guide to the Alberta His-

torical Resources Act and regulations would be a worthwhile publication.

Heritage Trails

Land and water routes used for centuries by Alberta's native peoples, and more recently by explorers, fur traders, and settlers, are an important component of our natural heritage (see Figure 4). The more important of these routes, if properly protected and developed, could add significantly to heritage appreciation opportunities and the tourism industry. Although many of the sites, buildings, and other features along a particular route may not of themselves be provincially significant, restoring and interpreting them as a unit could make them major attractions. For example, development of the Victoria Trail, complete with historic ferries, recreation facilities, and associated opportunities, would be a far more significant tourist attraction than the standalone historic settlements.

Private groups such as the Trail North Foundation (established to promote the Athabasca Landing Trail) have worked diligently to gain recognition of their specific projects. These groups have met with limited success in part because they are underfunded but, more important, because they lack the appropriate mechanisms to protect the trails and associated resources. Provincial support is required if heritage trails are to be a part of our future.

The provincial and federal governments should develop the necessary accord so that the Canadian Heritage Rivers program, as well as Agreements for Recreation and Conservation, can be used to manage heritage trails in Alberta. The Alberta Historical Resources Act should be amended to specifically provide for the designation of heritage trails. Mechanisms and funding should be made available to acquire rights-of-way where they are now privately owned. Where trails are to be used on private land with landowner agreements, the Province must be prepared to underwrite the liability insurance to protect the owners. Special grant programs should be established to enable private groups to restore and manage heritage trails and associated sites.

In the context of heritage trails, Alberta's early railways and the role they played in the development of the province deserve serious consideration. Future generations should be provided with the opportunity to experience a historic railway complete with early locomotives, cars, stations, and other authentic restorations and reconstructions. Public interest in this concept is starting to emerge. The Alberta Pioneer Railway Association recently outlined a proposal to take over the Athabasca Subdivision. The association proposes to provide typical services, but also to operate tourist excursions to historical points of interest and recreational sites. Ric Jackson, President of the association, states that "throughout the past 20 years the APRA has provided a variety of railway equipment to the movie industry. We also provided rolling stock in 1982 for the 75th anniversary celebration tour of ex-CNR steam engine 6060" (*Athabasca Advocate* 1988: A-1). Jackson believes that these activities will bring "the Midnight Twilight Tourism Zone to the forefront of Alberta tourism." This, and similar proposals, should be acted upon while the opportunity exists.

Historical Resources Trust Fund

A historical resources trust fund should be established to enhance archaeological and palaeontological research and monitoring in Alberta. The impracticality of performing detailed historical assessments of major projects, such as agricultural clearing and forestry operations, has been pointed out. Perhaps those undertaking these major surface-disturbing activities should be required to contribute to the fund on a per-hectare basis. Monies from the fund would be dedicated to monitoring agricultural clearing, pipeline trenches, gravel quarries, and similar operations, thus minimizing the unintentional loss of valuable archaeological and palaeontological resources. The opportunities to enhance our understanding of the past afforded by these extensive exposures of subsurface deposits should not be lost simply for lack of funds.

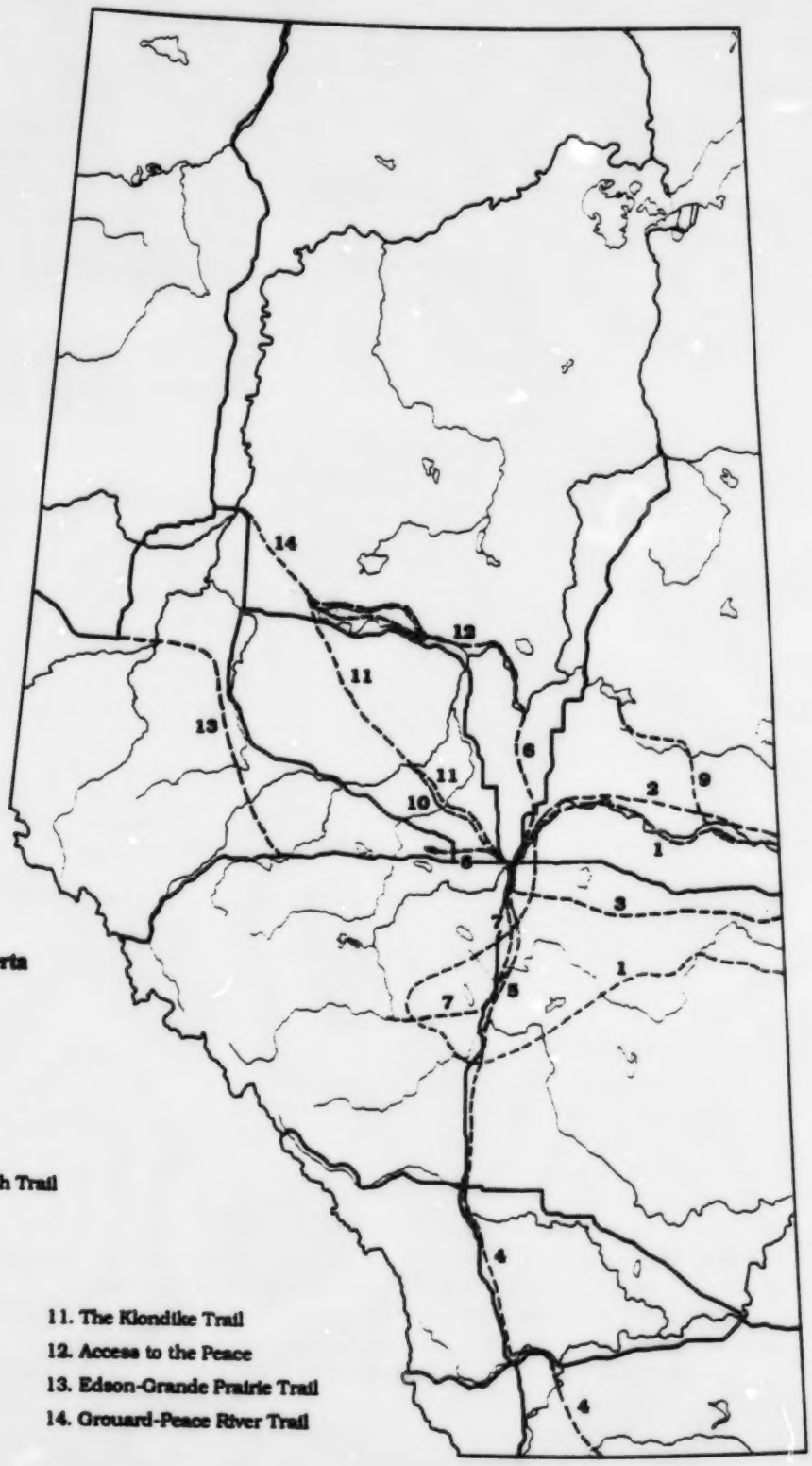


Figure 4. Historic Trails of Alberta

——— Modern Highway

– – – – Historic Trail
1

1. Anthony Henday's Route
2. The Carleton Trail
3. Hay Lakes/Battleford Telegraph Trail
4. Whoop-Up Trail
5. The Edmonton-Calgary Trail
6. Athabasca Landing Trail
7. Rocky Mountain House Trail
8. Lac Ste. Anne Trail
9. Lac La Biche Trail
10. Fort Assiniboine Trail
11. The Klondike Trail
12. Access to the Peace
13. Edson-Grande Prairie Trail
14. Grouard-Peace River Trail

Notes on Historic Trails in Alberta

1. Anthony Henday's Route Anthony Henday, the first white man to enter what is now Alberta, followed this route during 1754 and 1755. For part of the time, he travelled accompanied the Blackfoot Indians on their seasonal migrations.

2. The Carlton Trail Beginning from what is now Portage Avenue in Winnipeg, this was the overland trail linking east and west. Portions of this trail in Alberta were known historically as the Victoria Trail, after Victoria (now Pakan) on the north bank of the North Saskatchewan River, where John McDougall founded a Methodist Mission in 1863.

3. Hay Lakes/Battleford Telegraph Trail In 1875, the Government of Canada began constructing a transcontinental telegraph line from Thunder Bay to the Pacific Ocean. The route of this telegraph trail originally ended at Hay Lakes, until it was extended to Leduc and then Edmonton in 1879.

4. Whoop-Up Trail Extending from Fort Benton, Montana to Fort Whoop-Up (near modern Lethbridge), and north to Calgary, this is a portion of the Old North Trail, an Indian route extending the length of North America. The Whoop-Up Trail was a main thoroughfare for whiskey traders, and wolf and buffalo hunters in the 1860s and 1870s. The excesses of this lawless period along the Whoop-Up Trail led to the formation of the North West Mounted Police.

5. The Edmonton-Calgary Trail Another segment of the prehistoric Old North Trail, during the 1870s and 1880s, this corridor route between Edmonton and Calgary extended the range of American traders who travelled the Whoop-Up Trail. When the Canadian Pacific Railway reached Calgary in 1883, traffic on the trail boomed, as freight was carried north to Edmonton. A railway was completed along the Edmonton-Calgary Trail in 1891.

6. Athabasca Landing Trail This trail was originally a portage between the North Saskatchewan and Athabasca rivers, connecting Fort Edmonton and a site known then as Athabasca Landing (now Athabasca). The Hudson Bay Company had a fur-trading post at Athabasca Landing as early as 1848, part of the network of posts extending westward from York Factory on the Hudson Bay. In 1891, when the Edmonton-Calgary railway was completed, the trail linked the railhead in Edmonton to the scow and riverboat network on the Athabasca, Slave, Peace, and Mackenzie rivers . The trail became Alberta's first dominion highway during the Klondike Gold Rush.

7. Rocky Mountain House Trail The route west to the site of Rocky Mountain House was probably used in prehistoric as well as historic times. The traffic on the trail varied with the fortunes of the trading post. The section from Edmonton south to Lacombe was known as the Bow River Trail, and the westward section from Lacombe was called the Wolf Track.

8. Lac Ste. Anne Trail A branch of the Fort Assiniboine Trail, this trail was made in 1844 by Father Thibault, an Oblate priest, who built a mission at Lac St. Anne among the Metis. Even when the Canadian Pacific Railway made the overland trails from the east obsolete in 1885, the Lac Ste. Anne Trail continued to be used to gain access to the vast territory west of Edmonton.

9. Lac La Biche Trail Earlier voyagers enroute to northern Alberta paddled up the Beaver River to the Lac La Biche area and then down the Lac La Biche River to the Athabasca. With the establishment of missions in Northern Alberta, travellers developed overland routes between the North Saskatchewan trading posts and the missions to the north, including Lac La Biche. In 1856, part of the Lac La Biche Trail was improved for cart traffic.

10. Fort Assiniboine Trail Also known as Simpson's Trail, after the Hudson Bay Company Governor, George Simpson, who ordered it cut in 1823. The 80-mile portage linked Fort Edmonton with Fort Assiniboine on the Athabasca River (near present-day Whitecourt). This was to be a link in a transcontinental network of trails extending through the mountains to the Pacific planned by the Hudson's Bay Company and the North West Company after they joined forces in 1821.

11. The Klondike Trail This trail, cut by T.W. Chalmers and finished in 1898, was used by almost all of the 1898 Klondikers. Earlier gold-rush travellers had used poorly marked trails via Lac Ste. Anne and Whitecourt. Much of the trail can still be traced, although it is obscured by vegetation.

12. Access to the Peace Before the completion of the Edson-Grande Prairie Trail in 1911, the best overland route to the Peace country was via the Athabasca Landing Trail, up the Athabasca to Lesser Slave Lake, and then overland to the Peace country.

13. Edson-Grande Prairie Trail By 1910, the railway had reached Edson. The Alberta Department of Public Works undertook to build this road to encourage settlement of the Peace River Country. The trail fell into disuse when the Edmonton, Dunvegan, and British Columbia Railway arrived at Grande Prairie in 1916.

14. Grouard-Peace River Trail Originally an Indian route, then a Hudson's Bay right of way, and finally a public road, the trail carried travellers and freight to the posts and settlements in the west. In 1913, a 40 hp Cadillac travelled the trail in 8 hours. Lesser Slave Lake House (now Grouard), the southern terminus, was the largest trading post beyond Athabasca Landing by the mid-1800s. From this post, the trail went overland to Peace River Crossing.

This material and map data is taken from: Anderako, M. 1985. *Historic Trails Alberta.* Edmonton: Lone Pine Publishing.

Chapter Seven

Conclusion

Cultural heritage management got off to a slow start in Alberta, but there has been a recent upsurge in public appreciation and support.

Legislation at both the federal and provincial levels provides the framework within which to develop comprehensive programs of preservation, restoration, and presentation. With this framework, we can optimistically hope that cultural heritage resources will play a more significant role in our future.

This is not, however, a future without problems and questions. Interactions of historic resources with other sectors of the economy are not always positive. Major earth-disturbing activities associated with forestry, agriculture, and the petroleum industry, in particular, will continue to disturb and destroy archaeological sites. With increased awareness, support, and diligence, these impacts can, in part, be minimized or mitigated; however, it is unreasonable to assume that they will be eliminated.

The various program initiatives of the Canadian Parks Service could be a major plus for cultural heritage resources in Alberta. The question remains: will the provincial and federal governments develop the necessary accords so that the public can benefit from these programs?

The contribution cultural heritage can make to tourism and the regional economy has been demonstrated by the success of the Tyrrell Museum. Will the Province continue with other major developments once the projects currently under construction are completed?

Similarly, the value of historic building restoration in creating jobs, diversifying the economy, and making our urban environments more interesting and pleasant places in which to live, is well recognized. Much work remains to be done to implement the tax incentives and other support programs necessary to ensure the preservation and practical use of this highly visible component of our cultural heritage.

The interrelationships and overlaps of cultural heritage, natural heritage, tourism, and outdoor recreation are obvious and have been highlighted in this paper. Will integration and coordination of all levels of government, and between government agencies and the private sector, improve to forge the necessary links so that these resources collectively play a vital role in the future sustainable economy of Alberta? These and other questions remain to be answered. Developing the necessary environmental and economic linkages to ensure a sustainable future for all Albertans is the goal of the Alberta Conservation Strategy.

Because it is a working background paper for the Alberta Conservation Strategy, this document is intended to generate discussion. You, the reader, may have issues and concerns of your own that are not dealt with. Since implementation of any conservation strategy is an ongoing process, it is important that all Albertans identify their concerns and make their views known. It is important that we all become involved. By working together, we can harmonize economic development and environmental protection. If we all treat Alberta as if we plan to stay, we can ensure a high quality of life for future generations.

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Wynnychuk, M. Representative, lapidary clubs and fossil collectors, Edmonton.

Appendix One

Alberta Museums Association, Member Institutions

Aero Space Museum Association of Calgary	Calgary
Alberta Aviation Museum Association	Edmonton
Alberta Government Telephones Vista 33 and Museum	Edmonton
Alberta Pioneer Railway Association	Edmonton
Alberta Sports Hall of Fame and Museum	Calgary
Alix Wagon Wheel Museum Association	Alix
Alliance and District Museum Society	Alliance
Anthony Henday Historical Society	Delburne
Barr Colony Museum Committee	Lloydminster
Barrhead and District Historical Society	Barrhead
Beiseker Station Museum	Beiseker
Big Valley Historical Society	Big Valley
Bowden Pioneer Museum	Bowden
Breton and District Historical Society	Breton
Brooks and District Museum	Brooks
Calgary Police Service Museum and Archives	Calgary
Calgary Zoological Society	Calgary
Camrose and District Museum Society	Camrose
Canada's Aviation Hall of Fame	Edmonton
Cardston and District Historical Society	Cardston
Carstairs and District Historical Society	Carstairs
Centennial Museum Society of Canmore	Canmore
Cronquist House Multi Cultural Centre	Red Deer
Crowsnest Pass Historical Society	Coleman
Danish Heritage Society of Dickson	Spruce View
DeBolt and District Pioneer Museum Society	DeBolt
Delia Historical Society	Delia
Devonian Botanic Garden	Edmonton
Dinosaur Valley Heritage Society	East Coulee
Donalda and District Museum Society	Donalda
Drayton Valley and District Historical Society	Drayton Valley
Eastern Irrigation District Historical Park	Scandia
East Coulee School Museum	East Coulee
Edgerton and District Historical Society	Edgerton
Edmonton Telephone Historical Information Centre Foundation	Edmonton
Edmonton Art Gallery	Edmonton
Edmonton Parks and Recreation	Edmonton
Edmonton Police Museum and Archives	Edmonton
Edmonton Public Schools Archives and Museum	Edmonton

Edmonton Radial Railway Society	Edmonton
Edmonton Space Sciences Foundation	Edmonton
Edson Cultural Heritage Organization	Edson
Edson and District Historical Society	Edson
End of Steel Heritage Society	Hines Creek
Energeum	Calgary
Fairview RCMP Centennial Museum	Fairview
Forestburg Historical Society	Forestburg
Fort Calgary Interpretive Centre	Calgary
Fort Edmonton Masonic Museum Society	Edmonton
Fort Macleod Historical Association	Fort Macleod
Fort McMurray Historical Society	Fort McMurray
Fort Ostell Museum	Ponoka
Fort Saskatchewan Historical Society	Fort Saskatchewan
Fort Whoop-up Interpretive Society	Lethbridge
Girouxville Museum	Girouxville
Glenbow-Alberta Institute Library	Calgary
Grain Academy	Calgary
Grande Prairie Pioneer Museum Society	Grande Prairie
Hanna and District Historical Society	Hanna
Heritage Park Historical Village	Calgary
High Prairie and District Museum Association	High Prairie
Historical Village and Pioneer Museum at Shandro	Willingdon
Innisfail and District Historical Society	Innisfail
Iron Creek Museum Association	Lougheed
Jasper/Yellowhead Historical Society	Jasper
Kerry Wood Nature Centre	Red Deer
Kinasayo Museum	Kinuso
Kings Own Calgary Regimental Funds Foundation	Calgary
Kitchner Foundation	Calgary
Kneehill Historical Society	Three Hills
Lac La Biche Mission Historical Preservation Society	Lac La Biche
Latitude 53 Society of Artists	Edmonton
LdSH(RC) Regimental Museum	Calgary
Leduc and District Historical Society	Leduc
Lethbridge and District Japanese Garden Society	Lethbridge
Loyal Edmonton Regiment Museum	Edmonton
Medicine Hat Museum and Art Gallery	Medicine Hat
Millet and District Historical Society	Millet
Mirror and District Museum Association	Mirror
Morrison Museum Association	Islay
Multicultural Heritage Centre	Stony Plain
Musee Heritage Museum	St. Albert
Musee Historique de St. Paul	St. Paul
Museum of the Highwood	High River
Nanton Air Museum	Nanton
Nickle Arts Museum	Calgary
Nordegg Heritage Centre	Rocky Mountain House

Nose Creek Valley Museum Society	Airdrie
Oil Sands Interpretive Centre	Fort McMurray
Olds Historical Society	Olds
Olympic Hall of Fame	Calgary
Oyen and District Historical Society	Oyen
Princess Pat's Canadian Light Infantry Regimental Museum	Calgary
Peace River Centennial Museum and Archives	Peace River
Pincher Creek and District Historical Society	Pincher Creek
Pioneer Acres of Alberta	Calgary
Police Point Park	Medicine Hat
Prairie Gallery Society	Grande Prairie
Provincial Museum of Alberta	Edmonton
Red Deer and District Museum and Archives	Red Deer
Redcliff Museum and Historical Society	Redcliff
Redwater and District Museum	Redwater
Reynolds Aviation Museum	Wetaskiwin
Rimbey Historical Society	Rimbey
Rocky Mountain House Reunion Historical Society	Rocky Mountain House
Rosebud Historical Society	Rosebud
Rowley Yesteryear Artifacts Museum	Rowley
Seba Beach Heritage Society	Edmonton
Senior Citizens Museum	Edmonton
Sir Alexander Galt Museum	Lethbridge
South Peace Centennial Museum	Beaverlodge
Southern Alberta Art Gallery	Lethbridge
Stephen G. Stephansson Icelandic Society	Markerville
Stettler Town and Country Museum	Stettler
Strome and District Historical Society	Strome
Sundre and District Historical Society	Sundre
Tecumseh Historical Society	Calgary
Trochu Valley Historical Society	Trochu
Tyrrell Museum of Palaeontology	Drumheller
Ukrainian Catholic Womens League	Edmonton
Ukrainian Canadian Archives and Museum of Alberta	Edmonton
University Archives and Collections	Edmonton
University of Lethbridge	Lethbridge
Viking Historical Society	Viking
Vital Grandin Centre	St. Albert
Waterton Natural History Association	Waterton Park
Wetaskiwin and District Museum	Wetaskiwin
Whyte Museum of the Canadian Rockies	Banff